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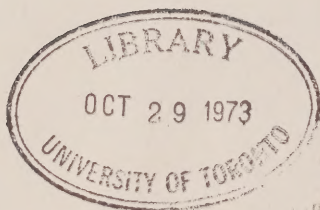
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Ontario Committee on the Costs of
Education

Briefs



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COMMITTEE ON THE COSTS OF EDUCATION

1. ONTARIO FEDERATION OF AGRICULTURE
2. PRINCE EDWARD COUNTY BOARD OF EDUCATION
3. DISTRICT OF KAPUSKASING SEPARATE SCHOOL BOARD
4. WELLAND COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD
5. KAPUSKASING BOARD OF EDUCATION
6. BURLINGTON TROUBLED CHILD COMMITTEE, THE CANADIAN MENTAL HEALTH ASSOCIATION, HAMILTON AND DISTRICT BRANCH
7. ONTARIO EDUCATIONAL RESEARCH COUNCIL
8. REGIONAL ASSOCIATION OF PUBLIC SCHOOL SUPPORTERS
9. ONTARIO FEDERATION OF LABOUR
10. ONTARIO MUNICIPAL RECREATION ASSOCIATION
11. ONTARIO SECONDARY SCHOOL TEACHERS' FEDERATION, DISTRICT 15
12. ELEMENTARY PUBLIC SCHOOL PRINCIPALS' ASSOCIATION OF SAULT STE. MARIE
13. ONTARIO FEDERATION OF SCHOOL ATHLETIC ASSOCIATIONS
14. ONTARIO LIBRARY ASSOCIATION
15. THE HEADS OF GUIDANCE FOR SECONDARY SCHOOLS OF THE BOARD OF EDUCATION FOR THE CITY OF TORONTO
16. THE ONTARIO FEDERATION OF HOME AND SCHOOL ASSOCIATIONS
17. THE EDUCATION COMMITTEE OF THE DUNDAS VOICE OF WOMEN
18. THE SCIENCE TEACHERS' ASSOCIATION OF ONTARIO
19. ONTARIO BUSINESS EDUCATION ASSOCIATION
20. ONTARIO SECONDARY SCHOOL TEACHERS' FEDERATION, KIRKLAND LAKE DIVISION OF DISTRICT 32
21. RENFREW COUNTY CHAPTER OF THE ONTARIO TECHNICAL DIRECTORS' ASSOCIATION
22. THE ONTARIO SECONDARY SCHOOL HEADMASTERS' COUNCIL, O.S.S.T.F.
23. THE CANADIAN ASSOCIATION FOR CHILDREN WITH LEARNING DISABILITIES, ONTARIO DIVISION

12
13
14

15

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17

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19

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21
22

23

24

25

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27

28

29

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31

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33


34

35

36

37

24. PROLOGUE TO THE PERFORMING ARTS
25. LABOUR COUNCIL OF METROPOLITAN TORONTO
26. FEDERATION OF WOMEN TEACHERS' ASSOCIATIONS OF ONTARIO
27. KING KIRKLAND RATEPAYERS AND VOTERS ASSOCIATION
28. ETOBICOKE (ELEMENTARY) TEACHERS' ASSOCIATION
29. THE BOARD OF EDUCATION FOR THE CITY OF LONDON
30. ONTARIO GEOGRAPHY TEACHERS ASSOCIATION
31. THE TORONTO SYMPHONY EDUCATION COMMITTEE
32. FRONTENAC COUNTY ELEMENTARY SCHOOL PRINCIPALS' ASSOCIATION
33. FRONTENAC COUNTY AREA 5 LOCAL EDUCATION COMMITTEE
34. ONTARIO ASSOCIATION OF ARCHITECTS
35. ONTARIO SECONDARY SCHOOL TEACHERS' FEDERATION
36. ONTARIO MUSIC EDUCATORS' ASSOCIATION
37. ONTARIO TEACHERS' FEDERATION
38. WATERLOO COUNTY WOMEN TEACHERS' ASSOCIATION
39. METROPOLITAN ELEMENTARY TEACHERS' COMMITTEE OF PRESIDENTS
40. URBAN DEVELOPMENT INSTITUTE, ONTARIO DIVISION
41. CANADIAN MENTAL HEALTH ASSOCIATION, ONTARIO DIVISION
42. THE METROPOLITAN TORONTO SCHOOL BOARD
43. THE ONTARIO SCHOOL TRUSTEES' COUNCIL
44. PEEL COUNTY EDUCATORS' ASSOCIATION
45. TORONTO TEACHERS' FEDERATION
46. THE ONTARIO EDUCATIONAL COMMUNICATIONS AUTHORITY
47. TEACHERS' FEDERATION OF CARLETON
48. LINCOLN DIVISION, O.S.S.T.F.
49. THE LONDON & MIDDLESEX COUNCIL OF HOME & SCHOOL ASSOCIATIONS
50. ONTARIO SEPARATE SCHOOL TRUSTEES' ASSOCIATION



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51. THE ONTARIO ASSOCIATION OF SCHOOL BUSINESS OFFICIALS
52. THE ONTARIO ASSOCIATION OF EDUCATION ADMINISTRATIVE OFFICIALS
53. THE LANARK, LEEDS AND GRENVILLE COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD
54. THE ONTARIO COUNTY BOARD OF EDUCATION
55. THE WATERLOO COUNTY BOARD OF EDUCATION
56. FRONTENAC COUNTY BOARD OF EDUCATION
57. THE NIPISSING BOARD OF EDUCATION
58. WINDSOR BOARD OF EDUCATION
59. KIRKLAND LAKE BOARD OF EDUCATION
60. EAST PARRY SOUND BOARD OF EDUCATION
61. NIPISSING WOMEN TEACHERS' ASSOCIATION
62. THE NIPISSING DISTRICT ROMAN CATHOLIC SEPARATE SCHOOL BOARD
63. ONTARIO PUBLIC SCHOOL MEN TEACHERS' FEDERATION
64. ONTARIO SECONDARY SCHOOL TEACHERS' FEDERATION, DISTRICT 33
65. THE SUDBURY BOARD OF EDUCATION
66. SAULT STE. MARIE DISTRICT ROMAN CATHOLIC SEPARATE SCHOOL BOARD
67. THE TIMMINS BOARD OF EDUCATION
68. SUDBURY DISTRICT ROMAN CATHOLIC SEPARATE SCHOOL BOARD
69. THE CORPORATION OF THE TOWNSHIP OF CARTWRIGHT
70. STORMONT, DUNDAS & GLENGARRY COUNTY BOARD OF EDUCATION
71. TOWNSHIP OF PERCY
72. THE LINCOLN COUNTY BOARD OF EDUCATION
73. NORTHUMBERLAND AND DURHAM COUNTY BOARD OF EDUCATION
74. THE LANARK COUNTY BOARD OF EDUCATION
75. DRYDEN DISTRICT ROMAN CATHOLIC SEPARATE SCHOOL BOARD
76. THE TOWNSHIP OF MARATHON

77. LONDON DISTRICT CRIPPLED CHILDREN'S TREATMENT CENTRE
78. COLLEGE OF EDUCATION, BROCK UNIVERSITY
79. THE ESSEX COUNTY BOARD OF EDUCATION
80. ADVISORY COMMITTEE OF HILLCREST HIGH SCHOOL, OTTAWA
81. MUNICIPALITY OF THE TOWNSHIP OF ENNISMORE
82. EDUCATION COMMITTEE OF PETERBOROUGH AND DISTRICT HOME AND SCHOOL COUNCIL
83. PETERBOROUGH COUNTY BOARD OF EDUCATION
84. THE LENNOX AND ADDINGTON COUNTY BOARD OF EDUCATION
85. TOWNSHIP OF HAMILTON
86. MUTCHMOR HOME AND SCHOOL ASSOCIATION, OTTAWA
87. THE OTTAWA ROMAN CATHOLIC SEPARATE SCHOOL BOARD
88. STORMONT, DUNDAS & GLENGARRY COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD
89. NIAGARA SOUTH WOMEN TEACHERS' ASSOCIATION
90. TOWNSHIP OF SANDWICH SOUTH
91. ST. CATHARINES CHAMBER OF COMMERCE
92. THE TOWNSHIP OF PICKERING
93. CITY OF ST. CATHARINES
94. THE WENTWORTH COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD
95. THE MUNICIPAL COUNCIL OF THE VILLAGE OF MAGNETAWAN
96. MIDDLESEX COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD
97. THE ESSEX COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD
98. STRATHROY AND DISTRICT ASSOCIATION FOR THE MENTALLY RETARDED
99. LONDON COUNCIL FOR ADULT EDUCATION
100. LONDON DISTRICT ONTARIO PUBLIC SCHOOL MEN TEACHERS' FEDERATION
101. MESSRS. NORTH, MACKENZIE AND SIMPSON
102. AHMIC LAKE ASSOCIATION

103. OTTAWA ELEMENTARY TEACHERS' COUNCIL
104. BETTER EDUCATION GROUP, PARKDALE COLLEGIATE INSTITUTE, TORONTO
105. OSHAWA CITY COUNCIL
106. CITY OF TORONTO
107. THE BOARD OF EDUCATION FOR THE CITY OF TORONTO

SUBMISSION
OF
THE ONTARIO FEDERATION OF AGRICULTURE
TO
THE COMMITTEE ON EDUCATION COSTS

DECEMBER 1971

The Ontario Federation of Agriculture welcomes this opportunity to present its views to the Committee on Education Costs. Our comments are quite specific and won't take up much of your time.

1. BACKGROUND

When a farmer pays \$336 in education taxes one year, \$376 the next, \$999 the next and then \$1,104 in 1971, he is - to put it mildly - concerned about the costs of education. This kind of increase has been repeated time and time again across Ontario. Farmers - whose incomes are generally declining - have been faced with crippling increases in their education tax bills. As a result, they have questioned, not only the increasing cost of education itself, but also the method by which the costs of education are distributed over the population. The Ontario Federation of Agriculture, reflecting these concerns, has expressed its position on education financing many times. We are happy to state our case again for the benefit of this committee.

2. INJUSTICE OF EDUCATION TAX ON PROPERTY

(a) From the farmers' point of view, the case against education taxes on property is clear cut. Farmers have compared the amount of money they contribute to the education system with the amount of money contributed by people earning far higher incomes, who live in towns and cities. You don't have to be an economist or municipal expert to see the injustice.

Example I: Township of Tilbury East, Kent County, 1970

Farmer - 75 acres with buildings	- \$521.40 education tax
- 100 acres with buildings	- 552.48 education tax
- 200 acres with buildings	- 847.32 education tax
School teacher - house	- \$234.80 education tax
Factory worker - house	- 101.01 education tax
Factory worker - house	- 129.49 education tax

Example II: Township of Dover, Kent County, 1970

Farmer - 60 acres	- \$534.11 education tax
- 100 acres	- 648.10 education tax
- 100 acres	- 715.62 education tax
Businessman - house	- \$373.55 education tax
Salesman - house	- \$185.66 education tax
Factory worker - house	- \$167.11 education tax
Contractor - house	- \$121.24 education tax



Example III: County of Lennox & Addington, 1970

Farmers - group of farmers paid an average of \$654.24 in education taxes on property.

Urbanites - group of urban people paid an average of \$233.31 in education taxes on property.

Doctor - \$407.25

Lawyer - \$364.80

Bank Manager - \$244.08

Businessman - \$205.01

High school teacher - \$198.08

We could record many more cases of the wide discrepancies between education taxes paid by farmers and education taxes paid by urban dwellers.

The obvious inequity is substantiated when you look at some of the statistics. Farmers paid \$40.1 million in property taxes for education in 1970, while they earned taxable incomes of just over \$103 million. In other words, the education tax that farmers paid in 1970 equalled some 40% of their taxable incomes. This is an entirely unacceptable level of taxation and farmers rightly assume they are being exploited.

The education tax on property has also created undue hardship in areas where market value assessment has been introduced. In Chinguacousy township in Peel County, reassessment resulted in a shift of the tax burden from industrial properties to residential and farm properties.

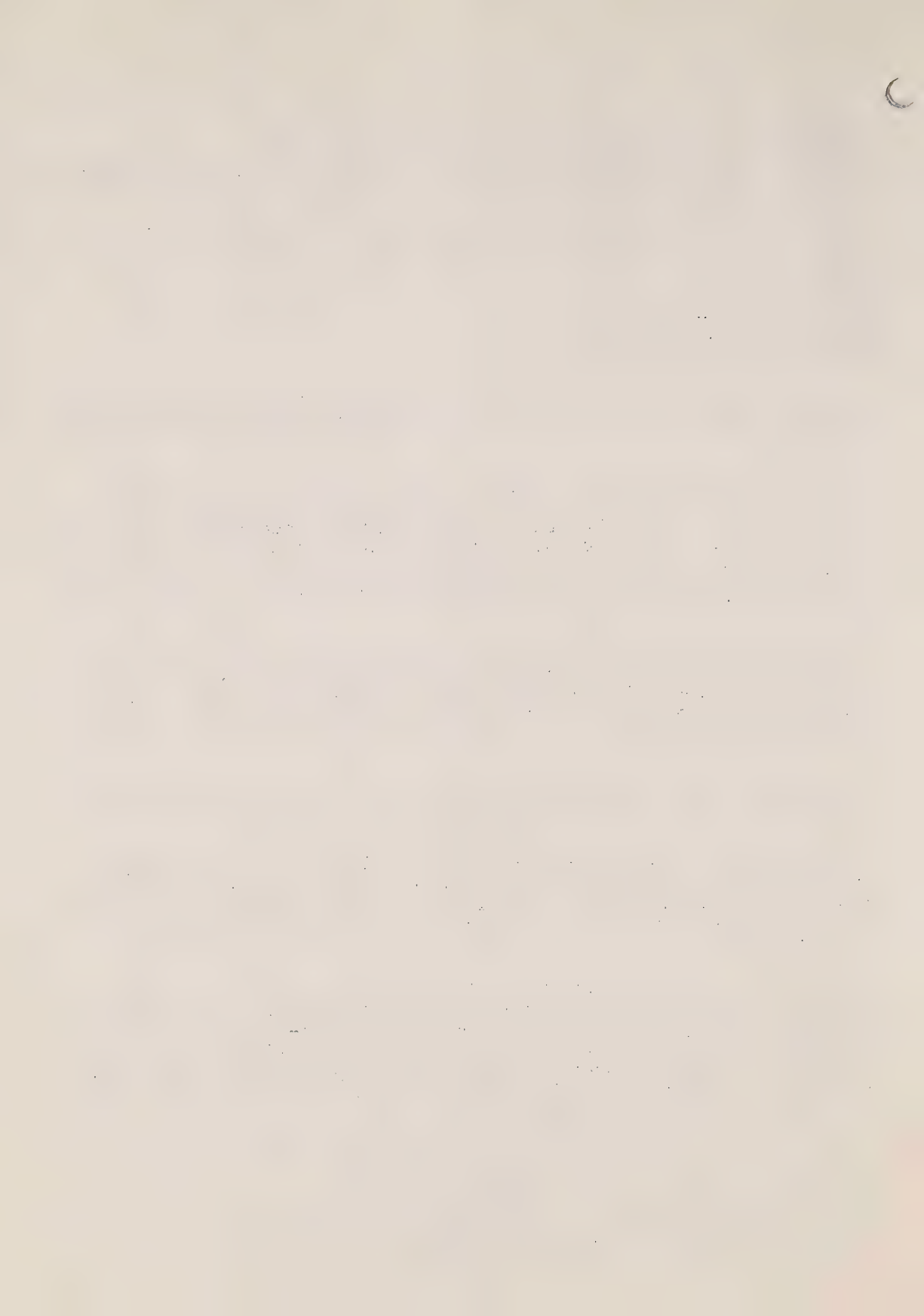
Residential taxes increased by an average of \$18 a home, while farm taxes increased by \$337 a farm. The total shift was \$400,000.

There are similar inequities in urban areas. There is no sane reason why one wage earner living in a single family dwelling should pay the same amount of education tax on property as three wage earners living in a similar single family dwelling. In one case, the tax is probably a burden; in the other, it is likely easily paid.

Finally, it seems unreasonable that the person who owns real property should be penalized for ownership by taxes for education purposes. Some people live in houseboats year-round, but never pay education taxes. More and more people are living in mobile homes as a means of evading their full share of property taxes. If property owners must finance education, why not owners of cars and paintings and jewellery too?

If one is reasonable, the other is reasonable too. If one is absurd, the other is also absurd.

The Ontario Federation of Agriculture believes it is now absurd to tax any property to pay for education.



(b) The case against education taxes on property is also clear cut from a philosophical viewpoint.

There are two broadly accepted principles of fair taxation; benefit and ability to pay. The education tax on property abuses both of those principles.

Property does not benefit from education; people benefit from education. Therefore, people should be the base for raising education revenue.

Education taxes on property are generally regressive. The lower a person's income, the greater the proportion he pays in education taxes.

Again, this is unacceptable. The Ontario government must introduce a system of financing education recognizing benefit and ability to pay.

(c) There is also a constitutional case against education taxes on property. The provincial government is charged with responsibility for education under the British North America Act. Municipal governments have no rights or duties under the Act. It seems unreasonable then for municipal governments to be responsible for financing close to half of the cost of primary and secondary education.

The provincial government should accept complete responsibility for financing education.

3. EDUCATION TAX RELIEF

The Ontario government has responded to criticism of the property tax for education purposes by introducing a series of rebates.

First came the Residential Property Tax Reduction Program. It will cost the province about \$150 million in 1971-72.

Then came the Farm Tax Reduction Program worth about \$16½ million in 1971-72.

And then came the rebate supplement for senior citizens that will cost \$18 million in 1971-72.

The cities of Hamilton, Peterborough and Toronto have property tax rebate schemes for their senior citizens. North York is presently considering such a scheme.

Recently, Provincial Treasurer Darcy McKeough announced a tax credit scheme that would do away with the Residential Property Tax Reduction Program completely, but would only partly eliminate the Farm Tax Reduction Program.



This scheme only readjusts the tax burden between taxpayers, but does not remove the discriminatory or inequitable features of the present property tax system for education.

The objective of all these programs is to accomplish exactly what the Ontario Federation of Agriculture proposes; a more equitable system based on benefit and ability to pay. Unfortunately, this web of confused and complicated rebates and tax credits will not achieve this objective.

The Ontario government would make this series of rebates and credits quite unnecessary if it made fundamental changes in the method of financing education. Not only would it result in a fairer system, it would also be less complicated and would certainly cost less from an administrative point of view.

4. PROPOSAL OF THE ONTARIO FEDERATION OF AGRICULTURE

Last April, the Ontario Federation of Agriculture proposed a new method of financing education to the provincial government. It incorporated the two principles of fair taxation and was, in our view, a workable alternative.

Under our proposal, the Ontario government would levy a special education tax on income, to be collected by the federal government with regular income tax and then returned to the Ontario government.

Using 1969-70 figures, we calculated that the government would have to tax personal taxable income at 3.27 per cent to raise the \$409 million produced by education taxes on farm and residential property.

Likewise, we calculated that the government would have to tax corporate taxable income at 11.61 per cent to raise the \$326 million produced by education taxes on commercial properties.

The federal government would have to allow Ontario farmers and businesses to deduct this special education tax on income as an expense for regular income tax purposes, just as they now deduct property taxes as expenses.

The government of Ontario could then increase its contribution to education to 100 per cent, allowing municipalities to remove the education levy from property.

We are not saying this is the one and only acceptable system, but we do say that it includes the elements of a fair and equitable method of financing education.

5. SUPPORT FOR EDUCATION TAX REFORM

Over the past year, The Ontario Federation of Agriculture has received the support of several organizations on the question of removing education taxes from property. Between them, they



represent a sizeable and broad segment of Ontario taxpayers. They are - Ontario Federation of Labour
 United Senior Citizens of Ontario
 Federation of Ontario Cottagers' Associations
 Metropolitan Toronto Residents & Ratepayers Associations
 Metropolitan Toronto Tax Reform Council

We thank you for this opportunity to express our views. If we can help you further, we would be glad to do so. Attached are some examples of statistics that we have gathered together over the past year. They illustrate some of the points made in this submission. Our files contain many more which are available to you upon request.

EDUCATION TAXES IN ONTARIO: FACTS YOU SHOULD KNOW

EXAMPLES OF TAXES PAID FOR EDUCATION BY FARMERS AS COMPARED TO NON-FARMERS

Lennox & Addington County

	<u>Farmers</u>		<u>Urban</u>
Average -	\$654.24	Average -	\$233.31 (Napanee residents)
Range of taxes	\$225 to \$1,650	Range of taxes	407.25 Doctor 364.80 Lawyer 244.08 Bank manager 205.01 Businessman 198.08 High school teacher

Essex County

	<u>Farmers</u>		<u>Urban</u>
<u>Size of farm</u>		<u>Size of lot</u>	
94 acres		50' lot	\$106.00 Janitor
203 acres		113' lot	290.00 IBM executive

Lambton County

	<u>Total Tax</u>	<u>Average Tax</u>
Six farm families	\$4,613.00	\$768.00
Four urban families - lawyer, doctor, dentist, high school principal	768.00	192.00

Blenheim Township

	<u>Assessment</u>	<u>Education Tax</u>
Urban house	\$8,000.00	\$87.00
Farm 94 acres		\$665.00

EDUCATION TAXES ON FARMS

Harrow-Amherstburg

<u>Farm Area</u>	<u>Tax</u>
69.5 acres	\$588.58
85.0 acres	\$1,129.84
140.0 acres	1,163.74
480.0 acres	2,622.31
575 acres	3,625.28

Essex County

<u>Township</u>	<u>Farm Area</u>	<u>Tax</u>
Gosfield North	37.5 acres	\$303.84
Malden	91.5	702.26
Mersea	74.5	534.75
Mersea	10.5	552.25
Mersea	74.8	1,012.11
Anderdon	19.5	276.10
Anderdon	50.0	333.93
Anderdon	50.0	220.91

EDUCATION TAXES IN ONTARIO: FACTS YOU SHOULD KNOW

COMPARATIVE STATISTICS

Over past 20 years - Farm productivity increased by 192%
 (1949 to 1969) - Industrial productivity increased by under 100%
 - Net farm income increased by 29%
 - Non-farm (personel) income increased by 427%

<u>Per Capita Income</u>	<u>1949</u>	<u>1969</u>
Farmers	\$ 492.	\$1,036.
Urban people	\$1,265.	\$3,483.

<u>Total Net Income</u>		
Farm	\$345 million	\$447 million
Urban people	\$4,648 million	\$24,453 million

<u>Population</u>		
On farms	703,000	430,000
In urban areas	3,675,000	7,021,450

<u>Municipal Taxes as Percentage of Personal (net) Income</u>		
Farmers	6.3%	12%
Urban	3.1%	4.5%

INCREASING BURDEN OF EDUCATION TAXES ON FARMERS

	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>
Net Income	\$4,151.	\$3,475.	\$2,463.	\$2,680.
Education Tax	293.64	292.46	300.19	404.83
Tax % of Net Income	7.07%	8.41%	12.18%	15.12%

<u>Niagara-on-the-Lake Education Requisition</u>		<u>Town Area</u>	<u>Township Area</u>
- Rate of increase higher in farm areas			
	1968	\$225,077.	\$656,245.
	1970	303,797.	992,111.
% increase		35%	51%

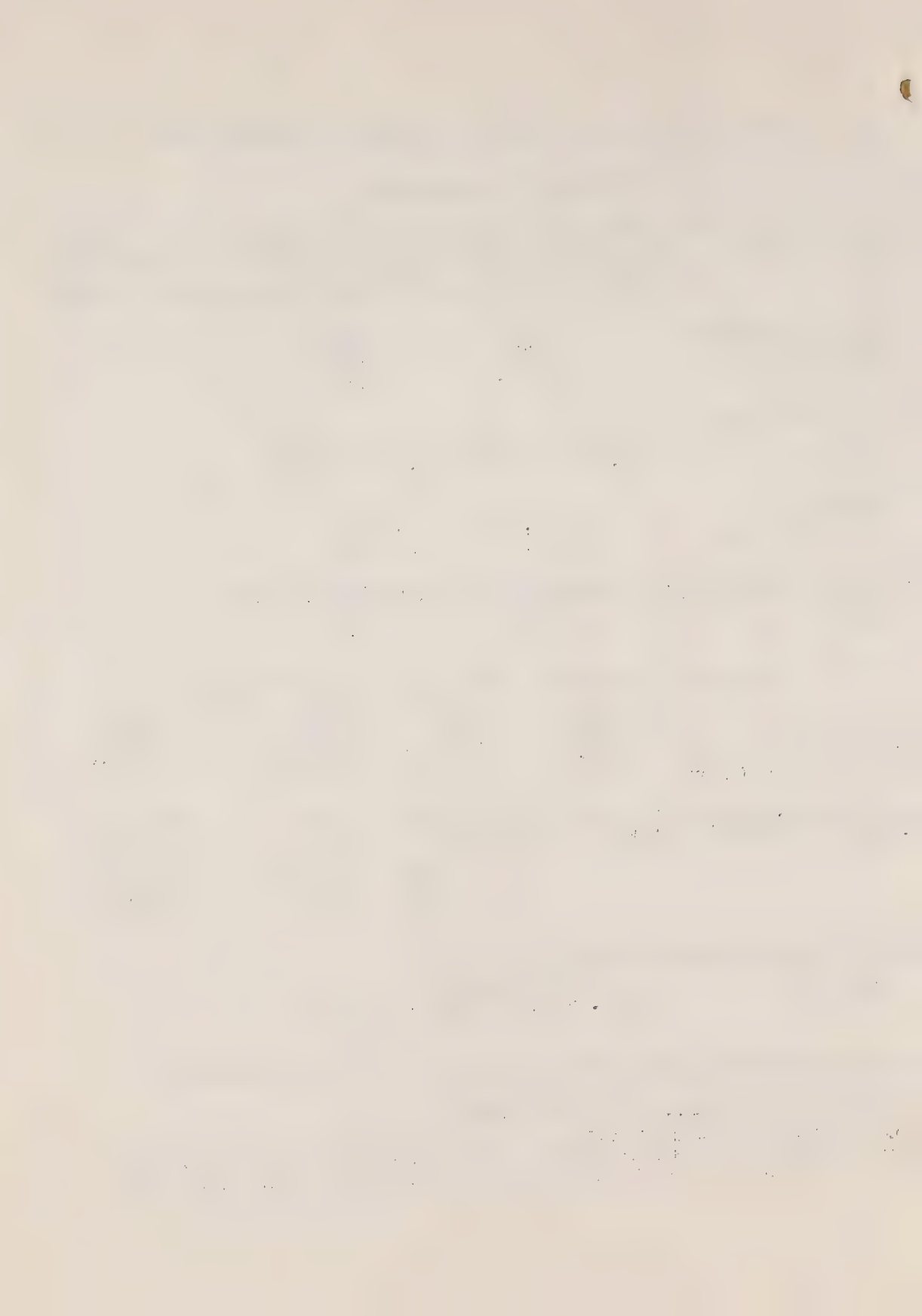
Essex County, Mersea Township

<u>Farm area</u>	<u>Education Tax</u>
50 acres	1965 - \$52.12 1967 - \$202.98

SHIFT IN BURDEN OF TAXES from industry to farms & residences

Chingacousy Township - New Assessment

Taxes removed from industry	\$400,000.
Taxes increased on farms (763)	256,000. i.e. \$340. each
Taxes increased on residences (8,000)	144,000. i.e. \$18. each



SUBMISSION
OF
THE ONTARIO FEDERATION OF AGRICULTURE
TO
THE COMMITTEE ON EDUCATION COSTS

APRIL, 1972

BRIEF TO COMMITTEE ON EDUCATION COSTS

INTRODUCTION

The farm people of Ontario have a deep concern over education. Ambitious for their children they want them to receive the highest quality education available, and education comparable to the best available in urban areas.

And yet they have some concerns about the cost of education and the method by which these costs are spread over the community.

To measure more precisely the nature and degree of farmers' feelings about the present education system, the Ontario Federation of Agriculture prepared and distributed an Education Questionnaire. (See Appendix I.)

The questionnaire was distributed to all the delegates attending the federation's Annual Convention in Hamilton last year, as well as to all 44 county federations of agriculture.

Most of those returned were completed by individuals, some were completed by groups of county federation members, some by county federations in consultation with local school board trustees, officials and teachers.

RESULTS

1. Have your taxes for education increased significantly since 1968? Give examples.

Of those replying to this question: 80% said YES; 20% said NO.

Studying the replies, we found that in a few cases taxes for education had actually decreased or remained at about the same level since 1968. But in the vast majority of cases, education taxes have increased markedly.

One farmer reports his school taxes have increased from \$870 in 1968 to \$1,650 in 1971. Another farmer says his education taxes on his 100-acre farm have increased from \$189 in 1968 to \$266 in 1971. And another farmer says his school taxes have increased from \$352 in 1968 to \$470.

In areas subjected to reassessment at market values, the rise in education taxes is even more dramatic. One member reported these education taxes on his property: 1968 - \$336; 1969 - \$376; 1970 - \$999; 1971 - \$1,104. His property was reassessed in 1970.

Not only has there been a general increase in education taxes on property, our members report that the proportion of municipal budgets required for education has also risen. In 1968, 60 per cent of municipal revenue went to the school board in one rural municipality. Now it is 67 per cent. This kind of rise is typical.

2. Are your children better educated today when they have completed high school courses than the children of 10 years ago?

Of those replying to this question: 49% said YES; 51% said NO.

Cont'd.

Opinions were clearly split on this question. Some thought that graduates from the present high-school system are better equipped to live in today's world than graduates of 10 years ago.

But the 51% of respondents who replied NO to this question indicate the grave dissatisfaction that many have with the present system. Their greatest concern is with what they see as a lack of emphasis on the basic skills - reading, writing and arithmetic. Some fault the pupil-teacher ratio for this. They say that teachers no longer have enough time to bring along slow learners with individual coaching. Others fault the lack of discipline in schools today.

3. Do you feel that the county board system has:

(a) increased or decreased the efficiency of administration?

Of those replying to this question: 30% said INCREASED: 70% DECREASED

One county federation produced evidence that the cost of administering the county's schools had actually decreased under the county board system, but the majority of those replying to this question felt that county school boards had decreased the efficiency of administration.

(b) increased or decreased per student cost of education?

Of those replying to this question: 98% said INCREASED: 2% said DECREASED

Practically no one doubted that the cost per pupil of education had increased since the county school boards took over.

(c) improved education facilities and equipment?

Of those replying to this question: 83% said YES: 17% said NO.

Most of those replying noted a very significant improvement in the educational facilities and equipment since the county school boards came in, particularly in those schools that were somewhat deprived under the old system.

(d) raised the quality of teaching?

Of those replying to this question: 28% said YES: 72% said NO.

Some individuals and county federations judged that the quality of teaching has improved, particularly now that there is a surplus of teachers available and boards can afford to be more selective.

However, the majority of respondents felt that teaching quality has not improved. One respondent said that the teachers' federation made it very difficult to fire poor teachers. Another thought it unnecessary to pay baby sitters teachers' wages. And another felt that under the county board system, teachers were pressured and intimidated from all sides and were thus confused and dissatisfied.

Several favoured a system of rewarding better teachers with higher salaries. They thought that this might overcome the problem of good teachers at the top of their salary ranges finding it necessary to move into the administrative levels to

increase their salaries.

- (e) improved the level of educational opportunity among rural children as compared to urban children?

Of those replying to this question: 69% said YES: 31% said NO.

Respondents replying YES were, in general, quite emphatic about the improved level of educational opportunity now available to rural children. However, some did say that there was still some distance to go. Urban schools tend to have more gymnasiums and special courses than do rural schools.

- (f) increased the involvement of the parents and the community in school oriented activities?

Of those replying to this question: 40% said YES: 60% said NO.

The general feeling of those replying is that the county school board has taken school involvement out of the reach of parents. However, a significant proportion of those replying thought that parent involvement with schools had improved, perhaps as one respondent suggested, because county board officials have urged principals to involve parents in school activities and to keep them informed about school events because they fear a loss of interest in the schools.

Does your school have a parent-teacher-student committee?

Many respondents told us that their schools do have parent-teacher-pupil committees and that they are active on these, but some say that these committees have little influence, and that decisions are taken regardless of the viewpoints of parents.

The situation apparently varies from school to school.

- (g) maintained, increased or decreased the effective local autonomy of school boards?

Of those replying to this question: 6% said INCREASED: 94% said DECREASED

There was very widespread feeling on the part of respondents that effective local autonomy of boards had decreased, although there were a few who thought that principals had increased local control under the county system.

4. What is your opinion of individual timetable for students in high school?

Of those replying to this question: 73% said GOOD: 27% said BAD.

One of the minority who objected to individual timetables said that children required a fixed schedule, and that individual timetables were too confusing.

Of the majority who thought individual timetables good, many have reservations and qualifications. Some thought it was fine for the ambitious child but felt the less ambitious could get away with doing nothing. Some were concerned that a student who chose all his own courses could graduate from high school and not find

himself qualified for either a job or university. Most cautioned that individual timetables required careful supervision and much improved guidance for individual students.

5. What is your opinion of the great increase in programs and options available to students in high school?

Of those that replied to this question: 68% said GOOD: 32% said BAD.

Those that said this was a good development again emphasized the need for good counselling so that students did not just pick all the easy courses. Some thought there should be a required curriculum and then options available on top of that. But in general, respondents rated the increased number of courses and options favourably, believing that these would open up more opportunities to the students.

A few voiced concern that these options cost a lot of money.

6. What is your opinion that a University degree is necessary for admission to a teachers' training college in Ontario?

Of those replying to this question: 31% said GOOD: 69% said BAD.

A few respondents argued that a university degree was a useful requirement for entry to teachers' training college on the grounds that it gives them a broader background and more maturity. But the majority of respondents considered this requirement unnecessary. Most felt that a university degree did not guarantee teaching ability. "Teachers are born, not made" was a frequent theme in the replies. Some expressed concern that university educated teachers might not relate to most of the students, particularly at the elementary level. A few commented that the B.A. requirement increases the cost of education.

7. What effect, if any, do questions 4, 5 and 6, have on educational costs?

Of those replying to this question: 100% said INCREASED.

There was no difference of opinion on this one. All agreed that individual timetables, options and university-educated teachers increased the cost of education.

8. Do you agree with cost ceilings being established by the Department of Education for school boards in Ontario?

Of those replying to this question: 10% said NO: 90% said YES.

Practically all respondents supported the establishment of cost ceilings, although many regretted that this had not been done several years ago. They hoped that this would check the rising costs of education.

9. Do you favour junior kindergartens for four-year-olds?

Of those replying to this question: 13% said YES: 87% said NO.

The majority of respondents opposed junior kindergartens for four-year-olds. Those that expressed themselves further said that this was too young an age to send a child to school, that children of this age should remain with their mothers and not be given public baby-sitting. Another group commented that if junior kindergartens

for four-year-olds were established, they should not be compulsory.

10. Do you favour the elimination of Grade XIII?

Of those replying to this question: 49% said YES: 51% said NO.

Respondents were evenly split on this question. A few in favour of Grade XIII said it gave a high-school student maturity. Several of those opposed claimed elimination of Grade XIII would reduce education costs. Others agreed that there should be standardization of grades across Canada.

11. Do you favour the ungraded, integrated system of education from kindergarten to Grade XIII?

Of those replying to this question: 49% said YES: 51% said NO.

Again opinion was divided on this question. In general, respondents favoured the idea of allowing students to progress in individual subjects at their own speeds, however, there was some concern that the slower and less motivated students would lag in some subjects. Some respondents expressed concern over the cost of introducing such a system, others emphasized that this system requires excellent teachers.

12. What, in your opinion, should be the role of community colleges regarding agricultural training and education?

About half of those returning questionnaires did not answer this question. Of those attempting it, there were diverse views. Clearly the role of community college in agricultural training had not been examined too closely by the farm community.

Several respondents commented that agricultural courses should be offered, if farm people in the area requested such courses. Several said that these should be short, practical courses for young farmers already in business, rather than academic courses for agricultural students.

13. Are there other courses such as driver education, swimming and life saving, etc. which are now offered as after-hours courses that should be part of the regular options? Please list.

Although many who returned the questionnaire did not answer this question, there was a widespread feeling among those who did that courses like these were frills and should only be offered after-hours and not as part of the regular curriculum. However, a few respondents considered driver education and life saving important enough to be included as regular options. Another respondent proposed an option in parliamentary procedure.

14. Opinion as to desirable teacher-student ratio?

Again, not everybody replied to this question. In general though respondents agreed that teacher-student ratios should not be too high, particularly in the earlier grades. The most popular ratio was 1 teacher to 30 students, followed by one teacher to 25 students.

Some concern was expressed over the cost of lowering the teacher-student ratio, although one respondent commented that money would be far better spent hiring teachers to reduce the teacher-student ratio than on fancy buildings and trappings.

15. Can you list the positions and salaries of those employed in the administrative levels of your county school board?

Most questionnaires returned did not list positions and salaries of school board administrators but, those that did, put county directors' salaries in the \$30,000 range and superintendents' salaries in the \$25,000 range.

Can you list the positions and salaries of those employed in the administrative levels when your local community ran the schools?

Practically no one did, although many respondents made comments suggesting that these were far below the salaries now enjoyed by school board administrators.

16. Has the tax rebate affected the mill rate for education tax?

Of those replying to this question: 21% said YES: 79% said NO.

The returns to this Education Questionnaire express farmers' feelings on the second part of the financing problem; how education funds are spent.

There is a very general feeling that funds for education are being directed into the wrong channels; that millions of dollars are being poured into the frills of education - fancy buildings, expensive equipment, Mickey Mouse courses and options.

It seems from the returns to the federation's questionnaire that Ontario's rural community wants to see a return to a more traditional system of education, a system that emphasizes quality teaching, a system in which class size permits teachers to relate more closely to students and to allow them time to bring on slow developers.

Respondents want more attention given to the basic skills - reading, writing and arithmetic - that equip students for success in any field of endeavour.

Although some respondents reported that mill rates for education had increased as a result of the property tax rebate, most said that there had been no change.

CONCLUSIONS

Two major concerns are predominant in the returns to the federation's questionnaire; the cost of education, and the quality of education.

Many families in Ontario's rural community have been faced with skyrocketing education taxes on their properties. These increases have triggered questions on not only the method of financing education but also on how the education funds are spent.

The Ontario Federation of Agriculture has expressed its members views on the method of financing education before. We have stated that education taxes on property are an archaic, regressive system of financing education. The federation advocates the complete removal of education taxes from all property and their replacement with a tax based on ability-to-pay.

Cont'd.

There is another factor in all this that should not be overlooked. Farm families are as eager for their children to receive a quality education as anyone else. And they are as ready to pay for that quality education as anyone else. But unfortunately, because of an education tax system that places a disproportionate load on farm property, many farmers are slightly hesitant about approving new teaching techniques and equipment. They may know that a new practice may result in improved education, but they also know that if their local school board adopts that practice, farmers will be nailed with a disproportionate share of the costs.

It may well be that farmers would regard so-called progressive educational techniques rather more favourably if their share of the cost were equivalent to the share borne by non-farm ratepayers. Cost would still remain a factor in their attitude, as well it should be - for the benefits of education must always be weighed against the costs of education - but unfair taxes would no longer distort their outlooks.

The Ontario Federation of Agriculture appreciates this second opportunity to present its findings to the Committee on Education Costs.

We trust that this committee will find our findings useful in the preparation of its final report.

EDUCATION QUESTIONNAIRE

1. Have your taxes for education increased significantly since 1968? Give examples.
2. Are your children better educated today when they complete highschool courses than the children of ten years ago?
3. Do you feel that the County Board system has
 - (a) increased/decreased efficiency of administration
 - (b) increased/decreased per student cost of education
 - (c) improved educational facilities and equipment
 - (d) raised the quality of teaching
 - (3) improved the level of educational opportunity for rural children as compared to urban children
 - (f) increased the involvement of the parents and community in school oriented activities. Does your school have a parent-teacher-student committee? Do you belong to this Committee?
 - (g) maintained, increased or decreased the effective local autonomy of school boards
4. What is your opinion of individual timetables for students in high school?
5. What is your opinion of the great increase in programs and options available to students in high school?
6. What is your opinion of the requirement that a University Degree is necessary for admission to a teachers' college in Ontario?
7. What effect, if any, do questions 4, 5, and 6 have on educational costs?
8. Do you agree with cost ceilings being established by the Department of Education for School Boards in Ontario?
9. Do you favour junior kindergartens for 4-year-olds?
10. Do you favour the elimination of Grade 13?
11. Do you favour the ungraded, integrated system of education from Kindergarten to Grade 13?
12. What, in your opinion, should be the role of Community Colleges regarding Agricultural Training and Education?
13. Are there other courses such as driver education, swimming and life saving, etc., which are now offered as afterhours courses that should be part of the regular options? Please list.
14. Opinion as to desirable teacher-student ratios?
15. Can you list the positions and salaries of those employed in the administrative levels of your county school board?

Can you list the positions and salaries of those employed in the administrative levels when your local community ran the schools?
16. Has the tax rebate affected the mill rate for education tax?

PRINCE EDWARD COUNTY BOARD OF EDUCATION

BLOOMFIELD, Ontario
613-393-3153
P.O. Box 220

J. H. McNEIL, B.A., M.Ed.
Director of Education

E. A. SHORTT
Business Administrator
Secretary-Treasurer

"REGISTERED"

December 20, 1971

Dr. J.R. McCarthy
Executive Director
Committee on the Costs of Education
252 Bloor Street, West
Toronto 181, Ontario

Dear Mr. McCarthy:

This brief contains the comments, suggestions and recommendations of The Prince Edward County Board of Education, concerning the costs of education in the elementary and secondary schools of Ontario. It is being forwarded in response to your letter of October 18, 1971; and has been prepared on the basis of offering assistance to your Committee in reducing Ontario educational costs, without lowering the quality of education. There are no allowances made in this brief for what might be politically undesirable.

GENERAL

The Prince Edward County Board of Education wishes to go on record as being in support of the principle of Government ceilings on expenditures by local school Boards; providing these ceilings do not have an adverse effect on the quality of education or the local autonomy of Boards. It is the feeling of this Board; however, that the present ceilings on expenditures while realistic are not as comprehensive as they should be, and that more support from the Department of Education is required in their implementation.

EXPENDITURES

The major expenditure of every school Board in Ontario (and thus the greatest consumption of Government grant monies) is related to teaching staff salaries.

It is factual to state that no school can operate without

continued...../2

teachers and good teachers deserve good salaries; however as with most other things there must be limits.

The expenditures at present being made in Ontario for teachers' salaries appear excessive in relation to the benefits attained. This situation appears to result from the following: -

- (A) The Teachers' Federation, assisted by a shortage of qualified teachers, has been able to force teaching staff salaries to an unprecedented high.
- (B) School Boards have been unable to consolidate and co-operate (even with the assistance of the Trustees' Councils) to the extent of presenting a solid and united front in teachers' salary negotiations.
- (C) The past teacher shortages placed local Boards in competition for teachers, resulting in unrealistic salary schedules, fringe benefits, working conditions, unnecessary awarding of headships etc., which unfortunately still remain in effect regardless of the fact that teacher shortages have been eliminated.

SUGGESTIONS

- (1) Definite guidance is required from the Department of Education in the following areas: -
 - (a) What is considered an acceptable teacher-pupil ratio for a high standard of education?
 - (b) In relation to working conditions, how many classes per day per teacher is considered reasonable for good instruction, and what amount of teacher time per day is required for lesson preparation?
 - (c) When does a Vice-Principal, Department Head, Assistant Department Head, become a requirement, and what educational factors are involved in these decisions?
- (2) Boards require more involvement by and assistance from the Department of Education in teachers' salary negotiations. It is assumed the recent commission formed by the Government to investigate teachers' salary negotiations is a step in this direction.
 - (a) Under the present system Boards are forced into competitions for the best teachers; result - an unrealistic increase in salaries, working conditions etc.
 - (b) Local Boards negotiating with their own teaching staffs become involved in salary disputes which break down the mutual goodwill between Boards and teachers so necessary

for a sound educational climate.

- (c) Piecemeal negotiations by individual Boards against a solid union front presented by teaching staff weakens the local Board's ability to resist exorbitant salary demands.

SUGGESTIONS

- (A) Department of Education assistance in producing teachers' salary negotiations on either a regional or provincial basis.
- (B) Direct involvement by Department of Education personnel in teachers' salary negotiations (a logical step in view of the large portion of teachers' salaries costs assumed by the Province), making these negotiations a three party affair.
- (C) Alternatives which appear less desirable and politically unacceptable, would be: Department of Education ceilings on teachers' salaries or the conversion of teaching staff to the status of Government employees.

These proposals if implemented either in whole or part should contribute towards reducing teaching salary expenditures without loss of educational quality and yet still protect the local autonomy of Boards in area of teacher selection and employment.

BUSINESS ADMINISTRATION

A second major expenditure area which deserves consideration is School Board Business Administration. Present high costs in this area are related to:

- (A) Empire building by individual Boards and Administrators, resulting in the creation of top heavy administrative staffs which are both costly and unnecessary.
- (B) The Department of Education handling of requirements from Boards and in particular, the present methods of producing grant calculations, Department forms, requests for information etc.

SUGGESTIONS

- (1) The Department of Education research and then issue direction on the numbers and types of administrative staff which should be required to handle Board administration effectively.
- (2) Creation of some form of Department of Education control, such as

independent ceilings on administrative expenditures, to ensure high spending Boards do not create unfair competition in this area.

- (3) Streamlining of Department of Education administrative requirements from Boards by: -
- (a) Grant calculations being made and issued by the Department of Education rather than duplicating this procedure by requesting Boards to make these calculations, have them checked and then the final calculations being issued from Toronto anyway.
 - (b) Reduce the numbers and types of forms and requests for information by the Department.
 - (c) Do not attempt to create formulas and forms to answer all eventualities. Create simple formulas and forms and deal with the exceptions separately.

These suggestions are not intended as an abdication of local Board responsibilities and autonomy. It is fully understood that local Boards must ensure efficient and economical administration and must have the freedom to do this. However, Department of Education assistance is definitely required to curtail monetary waste and the creation of artificial comparisons by administrative staff between frugal Boards and those few Boards inclined to empire build.

TRANSPORTATION

Transportation costs are mainly controlled by the local Boards' ability to conceive and develop an economical and efficient transportation system. However, school transportation costs are unnecessarily increased by the Department of Education requirement for the completion of many forms and summaries, all aimed at establishing a maximum transportation expenditure for grant purposes.

SUGGESTIONS

- (1) The Department of Education should establish a small but competent staff fully qualified in the area of school bus transportation, and have this staff arbitrarily fix Board maximums for transportation grant expenditures. This staff, if competent, would only require Boards to submit one form annually stating number of school bus routes, type of routes, number of children transported on each etc. Boards should, of course, be allowed to appeal unrealistic maximums. Elimination of the many Department-required transportation forms would allow Boards to save in both time and staff.

PLANT OPERATION & MAINTENANCE

Expenditures are primarily a local affair, but Department of Education assistance with research into better maintenance methods might assist in reducing costs.

CAPITAL EXPENDITURES

Expenditures for school building projects are exorbitant in relation to the requirements. The building of educational palaces as opposed to buildings which meet basic educational needs appears to be the major reason for excessive school building expenditures. In addition, large outlays in architects' fees and inefficient construction practices assist in raising building costs.

SUGGESTIONS

- (1) Formation of a Department of Education architectural staff to provide school Boards with standard plans suitable for easy alteration to fit local requirements.
- (2) Department of Education building advice and inspection staff to assist Boards in sound and cheap school construction.
- (3) Elimination of the many complicated forms and formulas for building grants by direct approval from the Department on the basis of the standard building plans, plus alterations, selected.

PROVISION OF SCHOOL SUPPLIES & EQUIPMENT

Provision of school supplies and equipment requires heavy annual expenditures by Boards. Department of Education assistance in this area could lower expenditures by helping Boards reduce the purchase of unnecessary equipment and supplies and by allowing more economical purchasing through standardization.

SUGGESTIONS

- (1) More Department of Education control on the selection of textbooks and library books.
- (2) Definite Department of Education advice and guidelines on the type and quantity of equipment and supplies that are considered essential to quality teaching, and those that are not essential but might supplement the teaching programme if funds are available.
- (3) Department of Education assistance and direction towards standardization of educational equipment and supplies in whatever areas possible.

Trustees cannot be expected to deal efficiently with the constant teacher demand for more and more equipment and supplies without some guidance from the Department of Education as to which of these demands are legitimate and definitely related to the teaching programme, and which are superfluous and represent a waste of taxpayers' money.

TUITION FEES

In relation to tuition fees payable to other Boards, the Board responsible for the payment of these fees has no control over the expenditures being made by the Board to which they are payable. This often results in an unusually high per pupil tuition fee cost in comparison to that for resident pupils of the Board paying the tuition fees.

SUGGESTIONS

- (1) Some direction by the Department of Education to ensure the payment of tuition fees does not place a Board in the position of having high expenditures in this area through lack of any ability to control the expenditures of the Board providing the tuition.

DEPARTMENT OF EDUCATION

One final comment on expenditures. This Board is not in a position to evaluate the overall performance of the Department of Education but these suggestions appear obvious: -

- (A) A streamlining of the Department administration is required with more control on duplication of effort by the various Branches within the Department. This should result in savings both to the Department and to the local Boards and possibly reduce the constant flow of forms and requests for information.
- (B) The steady stream of new educational ideas and the pressure on teaching staff to implement these ideas by Department of Education consultants should be related to the cost factor before being so strongly advocated.

FINANCIAL RESOURCES

It is the opinion of this Board that the Department of Education is providing adequate grant support to local school Boards. The difficulty in financing education at present appears to relate to two main factors - unnecessary and extravagant expenditures and the necessity to penalize the property owner who suffers a severe hardship through educational property tax assessments.

SUGGESTIONS

- (1) Reduce expenditures. Some suggestions have already been presented in this area.
- (2) Eliminate the educational property tax in favour of an additional income tax.

COMMUNICATIONS

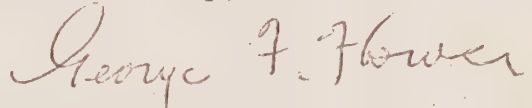
Better and more sophisticated public relations, with the consequent feedback of information to Boards and the Department of Education regarding the type of educational system the public wants and is prepared to support, would allow both the Department and local Boards to concentrate on the areas of public demands, allowing financial savings in areas not supported by the public.

SUGGESTIONS

- (1) A co-operative effort between local Boards and the Department of Education to develop a more effective rapport with the public.

The above comments and suggestions are very general in nature and in most instances require presentation in far more detail. With this in mind The Prince Edward County Board of Education reiterates the invitation to your Committee to visit this Board for a frank discussion on the costs of education. In the meantime it is hoped that this brief from School Board level, which is presented with a view to assistance rather than criticism, will prove of some help in your deliberations.

Yours truly,



George F. Flower
Chairman
The Prince Edward County Board
of Education

CONSEIL DES ECOLES SEPARATE

DISTRICT ^{DE}
OF KAPUSKASING

SEPARATE SCHOOL BOARD

TEL. 335-6031

75 QUEEN,

KAPUSKASING, ONT.

MARCEL JACQUES, B.A.
SUPERINTENDANT

ARTHUR DESJARDINS
ADM. - TRÉS.

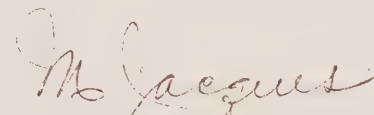
January 7, 1972.

Mr. T.A. McEwan,
Committee on the Costs
of Education,
Room S-944,
252 Bloor Street West,
TORONTO 181, Ontario.

Dear Sir:

Please find enclosed some
comments from the Kapuskasing District RCSS
Board on the costs of Education in Ontario.

Yours truly,


Marcel Jacques,
Superintendent.

MJ/cp
Encl.

TERMS OF REFERENCE

1.

1. TO STUDY THE USE OF THE FINANCIAL RESOURCES BEING PROVIDED FOR ELEMENTARY AND SECONDARY EDUCATION IN ONTARIO IN THE ATTAINMENT OF THE EDUCATIONAL GOALS;

As it is now; the largest municipality has to pay about 75% of the taxes and has only 50% of the school population. Small municipalities or unorganized townships pay only a very small amount of taxes and the board had to set a minimum tax bill of \$6.00 because many taxpayers would have had to pay less than that. Is it reasonable?

If you prone equally opportunity for everyone, why does the public tax supporter pay less tax than the separate school supporter, when the cost of education is almost always lower in the separate school system? Why can't the taxes of corporations be divided on the pro rata of pupils among the public and separate schools or other formula?

In many instances the separate school accept children from parents that can't support the separate school because the father is a non-catholic for example?

Is this justice and fair play?

The catholic property owners are overburden by municipal and school taxes.

TERMS OF REFERENCE

2.

2. TO EXAMINE THE PRESENT GRANT PLAN TO DETERMINE IF THE VARIOUS DIFFERENTIATING FACTORS SUCH AS COURSE, LEVEL (ELEMENTARY AND SECONDARY) AND TYPE (ORDINARY AND EXTRAORDINARY) GENERATE FUNDS IN PROPER BALANCE CONSISTENT WITH THE NEEDS FOR THE ATTAINMENT OF DESIRABLE EDUCATIONAL OBJECTIVES;

Why a so great difference in grant between the elementary and secondary level? The teachers' salaries take 60 to 65% of the budget and the teachers (elementary and secondary) are expected to possess the same certificate so the same salary. If an elementary board pays 65% of its budget in salary, what's left for the other expenses?

Is it better to prevent than to cure?

How can the elementary schools provide special services like guidance, psychological services, consultants, art, music programs, kindergarten primary classes, remedial reading, Special education classes, enrichment programs, resource centres, Educational Television, Industrial arts and home economics, Family Life and Sex education, so that we can develop other whole potential of our children and be better prepared when they reach the secondary level?

TERMS OF REFERENCE

3.

3. TO EXAMINE THE IMPLICATIONS OF CEILINGS ON EXPENDITURES BY LOCAL SCHOOL BOARDS, INCLUDING THE EFFECT ON THE DECISION-MAKING AND AUTONOMY OF LOCAL SCHOOL BOARDS;

The ceilings on expenditures have some good effects:

- 1- To curb the skyrocket expenses of some school boards and, by the same token, to curb the expenses of the province in education.
- 2- It helps the boards in their negotiations with the teachers and administrative staff
- 3- It tends to arrive at a certain equality of education for everyone.

The not so good effects:

- 1- Some boards need to spend more money than others on account of the conditions of their schools (old), the situations of their schools far apart, their number, their size, qualifications of their teachers, etc....
- 2- Some boards have to pay a higher salary than others to attract qualified teachers (in the north)
- 3- Inability to develop needed services
- 4- It creates hard feelings between the teachers and the board when you can give them only a small increment in salary (i.e. our board paid \$100 across the board last year)
- 5- The pupil-teacher ratio has to be kept high.

4. TO EXAMINE THE VARIOUS ASPECTS OF SCHOOL PROGRAMS WITH PARTICULAR REFERENCE TO INNOVATIONS AND NEW CONCEPTS AS, FOR EXAMPLE, THE "OPEN PLAN" ORGANIZATIONS, TECHNICAL AND COMMERCIAL PROGRAMS, AND USE OF EDUCATIONAL TECHNOLOGY, WITH A VIEW TO DESIGNING AND RECOMMENDING RESEARCH STUDIES TO DETERMINE THE EFFECTIVENESS OF THESE CONCEPTS IN RELATION TO THE AIMS AND OBJECTIVES OF EDUCATION (THESE STUDIES TO BE CONDUCTED BY CONTRACT ARRANGEMENT WITH RESEARCH AGENCIES);

The Department of Education, with its top officers and the consultants, produced curriculum guidelines and preach innovations and new concepts from the Hall-Dennis report, but these recommendations require lower pupil-teacher ratio, more teachers, other school facilities which the boards can't afford.

This creates discontent (i.e. 35 pupils per classroom - to build)

WELLAND COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD

ALEX KUSKA
Superintendent of Education
and Secretary-Treasurer

300 Fitch Street
Welland, Ontario.

January 24, 1972

Dr. J. R. McCarthy,
Executive Director,
Ontario Institute for Studies in Education,
Suite S-946, 252 Bloor St. W.,
Toronto 181, Ont.

Re: McEwan Commission regarding Costs of Education in the Elementary and
Secondary Schools of Ontario

Dear Dr. McCarthy:

Please find enclosed the brief of the Welland County Roman Catholic Separate
School Board to the McEwan Commission regarding Costs of Education.

Yours sincerely,



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(Enc) 11
21/1/72
filed
J.R.K.

BRIEF TO McEWAN COMMISSION
REGARDING COST OF EDUCATION IN
ELEMENTARY AND SECONDARY SCHOOLS OF ONTARIO
FROM

THE WELLAND COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD

FINANCES AND GRANTS

1. The Corporation Tax for school purposes should be levied by the Ontario Government and distributed amongst all the school boards of Ontario on per pupil basis.

Residential and farm assessment should be limited to a maximum tax rate.

It should be uniform for all residential and farm assessment in Ontario - for example, 10 mills or lower. Legislative Grants should make up the difference required.

At present, the Ontario Government finances community colleges and universities without real estate taxation. Couldn't this be extended to include elementary and secondary schools?

Our chief complaint is that we do not have access to the same financial resources as the boards who have access to corporation assessment.

2. At present, when a Board closes a one-room school or a two-room school, the Department continues to pay grants on outstanding debentures.

It is recommended that when a Board closes a three-room school,

FINANCES AND GRANTS (Continued)

2. the Department will continue to pay grants for two-thirds of each annual approved debenture repayment; in the case of the closing of a four-room school, the Department will continue to pay grants on one-half of each annual approved debenture repayment.
3. There is a need for simplification of grants. They are very complicated. Surely in this computer age, a better method could be devised.
4. To facilitate shared or joint operations, the Department could consider payment of special or bonus grants.
5. The following items should be excluded from ordinary expenditures:
 - (i) interest charges for current operations
 - (ii) costs re use of school buildings after school hours for recreation purposes, etc.
 - (iii) purchase of library books
6. At the present time, the Federal Government is providing funds for French language programs in elementary and secondary schools. Likewise, the Federal Government contributes to the operation of colleges and universities. In the past, the Federal Government provided funds to the provinces for building of technical schools.

Couldn't the Province of Ontario solicit more federal funds for other educational needs such as education of immigrants, special education, drug education, etc.?

FINANCES AND GRANTS (Continued)

The 1972 Grant Regulations favour the Boards that have ample funds. In these grants, there still is the fact that school boards that spend a great deal of money get larger grants. For example, to qualify for the provincial average for special education program, a board must engage a certain number of persons. If a board has enough funds to hire psychiatrists, psychologists and other personnel in special education, that board would reach the provincial level. But how do you arrive at the high provincial average if you do not have the funds to start the cycle of "reward" grants? This means the rich get richer. The Department of Education wants us to compete with the high spending boards and the boards with ample tax resources.

In 1971, the Welland County R.C. Separate School Board spent approximately \$400,000 for Special Education. Yet we do not receive any weighting factor for this Special Education expenditure.

It is not fair to group the small boards with the large city boards for determining averages. A graduated scale should be considered for this category.

Another unfair feature of the 1972 Grant scheme is the fact that extra grants are paid to boards for maintenance of schools built before 1945. Many of the separate schools are new. The greatest expansion took place in the 50's and 60's.

Separate school boards always tried to build economical buildings in order to conform to the Department's regulations of \$20,000 per classroom, and later \$25,000 per classroom. The wealthy school boards exceeded the Department's regulations and built more

FINANCES AND GRANTS (Continued)

expensive and durable buildings. Buildings built in the 1950's at lower costs need repairs too.

Again, grades 9 and 10 pupils of separate school boards are treated as elementary pupils for grant purposes. The ceiling for grades 9 and 10 pupils is the same as for kindergarten to 8 pupils - \$595. The ceiling for public secondary grades 9 and 10 is \$1,100. Would it be unjust to include a weighting factor for grades 9 and 10 pupils in an elementary school system?

Additional Weighting Factors might be considered for in-service programs and operation of libraries.

The sparsity weighting factor is only for boards with secondary schools. All secondary school boards with greater than 50% of their enrolment in schools with less than 300 pupils receive a weighting factor. Sixty-five percent of our schools have an enrolment lower than 300 pupils but we do not qualify because this applies only to secondary school boards. Isn't it time for elementary schools to receive some consideration?

The sparsity factor affects the separate schools very much. In a county there are always fewer separate school pupils in a given area than there are public school pupils, especially in Southern Ontario. In turn, this means a greater number of small schools in a separate school jurisdiction.

To set the elementary school ceiling at \$595 and the secondary at \$1,100 means that the elementary ceiling is only 54% of that for

FINANCES AND GRANTS (Continued)

the secondary schools. This is most unfair. The ceiling for elementary school pupils should be at least two-thirds of the secondary school ceilings. Now that we have weighting factors for technical pupils and occupational pupils, and for experience and qualifications of teachers, there is no need for such a wide spread between elementary and secondary ceilings.

EDUCATIONAL TELEVISION

The following questions are continually being asked:

Do we need television in the schools?

Why should we send our children to school to watch television?

Why is the Ontario Government spending millions of dollars on educational television on one hand and on the other hand, this same Ontario Government places ceilings on per pupil expenditures which means cutting of programs, services, tightening of teacher-pupil ratios, fewer library books, fewer supplies, etc.?

Feedback from teachers and principals appears to be saying spend less on educational television but give us more funds for supplies, books, lower teacher-pupil ratio, libraries, remedial teachers, financial assistance for field trips, more time for planning, teacher aides, more secretarial help, etc. Principals want more free time for dealing with parents, more free time for supervision. They want vice-principals and they too want more secretarial time.

If a questionnaire were sent to all the principals and teachers in Ontario, they definitely would favour higher spending ceilings over expenditures for educational television.

EDUCATIONAL TELEVISION (Continued)

It is agreed that educational television is an important adjunct of the modern educational system. However, there appear to be higher priorities.

CURRICULUM DEVELOPMENT

The Ontario Department of Education states that curriculum development should take place at the local school level. This means that the principal and the teachers must develop the school program.

To do this properly, finances and time are required as well as trained teachers. Time must be given to teachers for co-operative planning of curriculum. This means free the teachers from class teaching. Supply teachers must be provided. Funds must be provided for in-service training of teachers.

Consultants are needed in all subject areas. A co-ordinator or director is also necessary.

The above are added expenses to the school boards.

Large centres have all these resources.

Curriculum development is a very complex process. To develop a good curriculum, aid of highly trained persons is required.

It is naive to think proper curriculum development takes place without finances and skilled curriculum specialists.

At present, there are no Departmental courses or university courses in curriculum development.

CURRICULUM DEVELOPMENT (Continued)

It is recommended that until teachers are trained for curriculum development and more finances are made available by the Department, the Department of Education again provide detailed courses of studies for schools in Ontario.

During this transitional period, greater leadership and assistance in curriculum should be given by the Ontario Department of Education.

INNOVATION OF NONGRADEDNESS

Does the staff of a nongraded school, because of its philosophy, tend to make more progress in curriculum development than does the staff of the traditional graded school?

In this era of excessive pressures on children to succeed, does the nongraded program create a lower level of tension than does the traditional graded program?

Is there any great difference in the teachers' understanding of the psychology and developmental patterns of children depending on whether they teach in a graded or ungraded school?

Are there any significant academic or social differences between pupils who have attended a nongraded elementary school compared to those who have attended a graded school?

OPEN SPACE

- Relationship between open space and a tendency towards educational innovation
- Psychological effects of open space on students and staffs (anxiety, interpersonal relations, need for privacy)

OPEN SPACE (Continued)

- Pressure on staff for co-operative planning, teaching and achieving common educational goals

ORAL FRENCH PROGRAM

- The value of the program in terms of the use made of the language when students leave school
- Value of the program to students in terms of appreciation of the French culture
- Differences in effectiveness of learning the language when an Oral French program is introduced at varying age or grade levels (e.g. Kindergarten, grade 1, grade 5, grade 7, grade 9)
- A study to determine reasons why students elect to take Oral French where they have an option
- A study to determine any correlation between reasons students elect to study Oral French and the success they obtain in the subject

Research in the above three items is needed.

OPTIMAL WORKING CONDITIONS

Research should be carried out to determine what is the proper enrolment from an economical standpoint for an elementary school.

Should it be 9-room unit? 12-room unit? etc.

What facilities are necessary for an elementary school?

At what size is there need for a gymnasium, for a library resource centre?

OPTIMAL WORKING CONDITIONS (Continued)

When does a principal of an elementary school have need for a vice-principal?

How much secretarial help is needed for every 100 pupils in a school?

What is a proper teacher-pupil ratio for:

Kindergarten

Primary Division

Junior Division

Intermediate Division

Some guidelines in this respect are needed.

Department of Education provides building guidelines but not what is a workable and efficient functioning school unit and what constitutes optimal working conditions.

TESTING OF EDUCATIONAL INNOVATION

It is suggested that teachers' colleges and universities be closely linked with schools carrying on experiments. These colleges and universities have experts who could readily assist in guiding the experiments and evaluating new programs.

EARLY RECOGNITION OF LEARNING DISABILITIES

The Ontario Departments of Education, Health and Welfare should jointly undertake a program of educating parents in recognition of early indications of learning disabilities and to encourage parents to take immediate steps.

EARLY RECOGNITION OF LEARNING DISABILITIES (Continued)

Large sums are spent on special education and remedial programs when the children enter school. Considerable savings could be made if pre-schoolers were given proper medical attention before they entered school.

An ounce of prevention is worth a pound of cure.

TEACHING ENGLISH TO NEW CANADIANS

Research should be conducted to determine what is the best method for teaching English to new Canadians. Should they be segregated and taught English? Should they be integrated with the other children and given individual attention?

Kapuskasing
Board of Education - Const
62 DEVONSHIRE,
KAPUSKASING, ONTARIO.

"Organizations
& Groups"

BRIEF #5

D. BROUSSEAU, B.A., L.P.H.
DIRECTOR OF EDUCATION.

A. MCNAUGHTON,
BUSINESS ADMINISTRATOR.

October 11, 1972

Mr. T. A. McEwan, Chairman
Committee on Costs of Education
252 Bloor Street West
Toronto 181, Ontario

Dear Mr. McEwan:

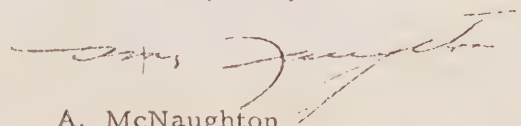
I have been requested by Mr. Basil Merchant to confirm certain data contained in our brief recently submitted to your Committee.

The percentage rate of grant on recognized ordinary expenditure for the elementary panel of the Kapuskasing Board of Education in 1971 was 5%. This of course is due to the fact that the Board's Equalized Assessment per weighted pupil is quite high. We have the assessment from two paper mills located within our boundaries. We do receive grants based on the floor for prior years.

Our chief complaint is not with the grants but rather with the ceilings. In a small system like ours the costs of operating optional subjects such as French, Music, Art, Remedial Reading, Home Economics etc. are causing us considerable problems. These subjects which are considered normal in larger systems may have to be curtailed in systems like ours, due to the present ceilings. Costs are rising at a faster rate in the elementary panel due to the fact that the Ministry has ruled that the qualifications of teachers must include a University degree and our older teachers are upgrading themselves and the newly hired ones hold their degrees. Our teachers' salaries make up nearly 70% of our total budget. It would appear that the ceilings for the elementary panel will have to be raised to a more realistic figure to allow for these costs.

We trust this is the required information and shall be pleased to forward additional figures if required.

Yours very truly,



AMcN/CM
c. c. Dr. J. R. McCarthy

A. McNaughton
Business Administrator

Kapuskasing
Board of Education - Conseil d'Education
62 DEVONSHIRE,
KAPUSKASING, ONTARIO.

"Organizations
& Groups"

BRIEF #5

D. BROUSSEAU, B.A., L.P.H.
DIRECTOR OF EDUCATION.

A. MCNAUGHTON,
BUSINESS ADMINISTRATOR.

February 17, 1972.

Mr. J.R. McCarthy,
Executive Director,
Committee on the Costs of Education,
Room S-944,
252 Bloor St. West,
Toronto 181, Ont.

Dear Sir:

At a meeting of the Kapuskasing Board of Education held in October 1971, the trustees decided that briefs dealing with costs of Education as they applied locally in the Public Elementary and Secondary schools would be prepared and submitted to your committee, as recommended in the Minister's letter to school Boards, under date of 17 August, 1971.

As a result, 4 committees under the Chairmanship of Trustee B. Merchant were formed each dealing specifically with a segment of education, namely-

- 1) Committee on costs related to administration and operation of schools: Chairman, Mr. A. McNaughton.
- 2) Committee on costs in the Public Elementary System: Chairman, Miss Jean Carruthers.
- 3) Committee on costs at the Secondary level - English section - Chairman, Miss Dorothy MacLeod.
- 4) Committee on costs at the Secondary level - French section - Chairman, Mr. G. Gauthier.

Several copies of these briefs are enclosed for consideration by your Committee.

The members of our Committees recognize that certain controls in educational expenditures must exist at the elementary and secondary levels but it was also felt that the autonomy of elected school trustees was becoming curtailed especially in the realm of quality of education. The imposition of ceilings in Northern communities with sparsely populated districts imposed difficulties not too adherent to other sections of the province: questions of pupil/teacher ratio, salaries, guidance services, special education, transportation, freight costs, etc, etc, are definitely specific aspects of educational costs

In order to assist the various sub-committees in the preparation of their briefs we believe some additional information is required regarding the ceilings on costs.

As you are aware, in October 1970 the then Minister of Education, William G. Davis, informed School Boards of the Departmental decision to impose ceilings on the 1971 ordinary expenditures as follows.

The 1970 limits for grant purposes on ordinary expenditure of \$500.00 for elementary school pupils and \$1000. for secondary school pupils are to be increased for 1971 to \$545. and \$1060. respectively with the provision that, in no case, can the increase per pupil be more than \$75. over the Board's recognized ordinary expenditure per pupil.

In addition they also added the following deterrent on Excessive Expenditures.

Most Boards were able to keep their 1970 expenditures per pupil within the 1970 ceilings and, no doubt, will be able to keep their 1971 expenditures within the new ceilings. Those Boards that, in 1970, exceeded the ceilings, are expected to reduce their over-expenditures in 1971 to at least half of the extent to which they exceeded the 1970 ceilings. In 1972, all Boards will be required to adhere to the stipulated ceilings.

These two main clauses prompted most Boards to re-examine in detail every aspect of a Board's operation to meet the ceilings and some very drastic cuts were made in the 1971 budgets. The chief reasons for exceeding the ceilings were relatively low pupil/teacher ratios and the extent of special education services provided. Both of these factors are

very critical ones in determining the quality of education in a school system. It was also found that too often in the past, new courses were added, new classes established on top of what had been done for years and years.

To fully comprehend the impact of these two clauses we will attempt to clarify the terminology and show how it affects the Kapuskasing Board of Education.

First, terminology:

1. "Ordinary Expenditures" - means the total outlay for Business, Administration, Instruction, Educational Services, Attendance, Food and Health, Plant Operation and Maintenance, less revenue received for tuition fees and small sundry revenues such as rents, etc.
2. "Weighted Average Daily Enrolment" - means the perfect aggregate attendance of resident pupils in a calendar year adjusted by location and course factors.
3. "Recognized Ordinary Expenditure per Pupil for 1970" - means the quotient obtained by dividing the R. O. E. used in the 1970 grant calculation by the weighted A. D. E. for 1970.
4. "Recognized Ordinary Expenditure per Pupil for 1971" - means the quotient obtained by dividing the ordinary expenditures for 1971 by the weighted A. D. E. for 1971 but shall not be greater than the lesser of,
(a) \$545.00 in the case of an elementary school pupil or \$1060.00 in the case of a secondary pupil, and
(b) the recognized ordinary expenditure per pupil for 1970 increased by \$75.00.

5. "Percentage Rate of Grant for Recognized Ordinary Expenditure"

for a Board shall be the excess of 100 over the product of 40 and the quotient obtained by dividing the Board's assessment per weighted pupil

(a) in the case of an elementary school board by \$44, 500. (Provincial average) or

(b) in the case of a secondary school board by \$114, 250.

Now, when we apply the above to our operation we find:

	<u>Elementary</u>	<u>Secondary</u>
Ordinary Expenditure 1971	\$545, 504.	\$2, 243, 371.
Weighted ADE - 1971	916.	2, 224.
R. O. E. per Pupil - 1970	500.	937.
1971 Ceiling	45.	75.
R. O. E. per Pupil - 1971	545.	1, 012.
Total Budget - 1971	\$721, 657.	\$3, 037, 068.
% of Ordinary Expenditure to		
Total Budget	75. 59%	73. 87%
Grant Percentage	5. 00%	77. 59%

It can be seen from the above figures that the elementary school operation was \$46, 284. in excess of the ceiling while the secondary school kept within the ceiling by \$7, 317.

Our Board supported by many other Northern Ontario Boards, has submitted a brief requesting a higher location weighting factor. This would increase the weighted average daily enrolment and tend to compensate us for small enrolment and higher costs.

It is also felt that the imposition of provincially established ceilings removes the fundamental autonomy of democratically elected school trustees to determine the quality of education in the area that they administer. The concern of some is that Boards influenced by the present

cost ceilings will discourage the development of any form of special educational services and vocational education. The present ceilings offer no incentives to boards to provide courses or services where the pupil / teacher ratios are low. It is the opinion of many that there should be some opportunity for a board to spend a limited amount of funds in excess of the ceilings to provide a community with the quality of education it feels it requires and can afford.

A. McNaughton
Business Administrator

KAPUSKASING BOARD OF EDUCATION

1970 Revenue - Secondary

Page A-3

1969 Actual				1970 Budget			
Cost/ Pupil/Yr.	% of Cost	Amount	REVENUE	Amount	% of Cost	Cost/ Pupil/Yr.	
\$ 707.38	56.08	\$1,230,844.	Provincial Grant General Legislative	\$1,485,368.	58.89	\$ 710.70	
6.47	.52	11,269.	Reimbursement - CPP	13,500.	.54	6.46	
25.56	2.03	44,470.	Subsidy - Mill Rate	61,585.	2.44	29.47	
408.73	32.40	711,191.	Municipal Levy	734,299.	29.11	351.34	
10.61	.84	18,473.	Supplementary Taxes	15,000.	.60	7.18	
10.77	.84	18,731.	Tuition Fees - Boards	15,000.	.60	7.18	
79.09	6.27	137,613.	- Minister	130,000.	5.15	62.20	
1.09	.09	1,890.	- Driver Education	2,000.	.08	.96	
1.64	.13	2,852.	- Evening Classes	3,000.	.12	1.44	
.43	.03	750.	- Individuals				
			Other				
.28	.01	485.	Rentals	2,500.			
.05		106.	Interest Earned	250.			
3.35	.27	5,820.	Refund - Salaries DND	10,000.	.39	4.78	
3.97	.32	6,907.	Sundry	50,000.	1.98	23.92	
2.13	.17	3,699.	Sale of Residences				
\$1,261.55	100.00	\$2,195,100.		\$2,522,503.	100.00	\$1,206.94	

KAPUSKASING BOARD OF EDUCATION
1970 Expenditure - Secondary

Page A-4

1969 Actual				1970 Budget			
Cost/ Pupil/Yr.	% of Cost	Amount	EXPENDITURE	Amount	% of Cost	Cost/ Pupil/Yr.	
49.44	3.92	\$ 86,024.	Business Administration	\$ 98,440.	3.90	\$47.10	
887.09	70.32	1,543,538.	Instruction	1,794,393.	71.14	858.56	
18.07	1.43	31,439.	Educational Services	34,925.	1.38	16.71	
3.26	.26	5,678.	Attendance, Health and Food Services	5,141.	.20	2.46	
80.25	6.36	139,620.	Plant Operation	176,010.	6.98	84.22	
31.61	2.51	55,016.	Plant Maintenance	50,145.	1.99	23.99	
71.34	5.65	124,138.	Transportation	150,000.	5.95	71.77	
24.39	1.93	42,443.	Tuition Fees	10,000.	.40	4.78	
2.33	.18	4,048.	Capital Expenditures (not allocated elsewhere)	50,450.	2.00	24.24	
3.28	.26	5,704.	Other Operating Expenses	1,850.	.07	.89	
80.95	6.42	140,846.	Debt Charges	141,149.	5.59	67.54	
9.54	.76	16,606.	Non-Operating Expenses	10,000.	.40	4.78	
	100.00	\$2,195,100.		\$2,522,503.			
		1,740.	Average Daily Enrolment	2,090.			
			Cost per Pupil per Year				\$1,206.94

261.5

KAPUSKASING BOARD OF EDUCATION

1971 Revenue - Secondary

Page A-3

1970 Actual				1971 Budget			
Cost/ Pupil/Yr	% of Cost	Amount	REVENUE	Amount	% of Cost	Cost/ Pupil/Yr	
\$ 810.69	64.84	\$1,601,111.	Provincial Grant	\$1,976,017.	66.58	\$ 962.03	
6.64	.53	13,109.	General Legislative	13,000.	.44	6.33	
21.56	1.72	42,590.	Reimbursement - CPP	47,166.	1.59	22.96	
29.77	2.38	58,799.	Subsidy - Mill Rate	-	-	-	
279.63	22.37	552,284.	Sundry - Prov. Revenue	726,100.	24.46	353.51	
4.46	.36	8,815.	Municipal Levy	5,000.	.17	2.43	
.25	.02	512.	Supplementary Taxes	1,000.	.03	.49	
9.21	.74	18,197.	Sundry - Trailer Fees, etc.	19,483.	.66	9.49	
68.66	5.49	135,597.	Tuition Fees - Boards	142,560.	4.80	69.41	
.98	.08	1,925.	- Minister	1,500.	.04	.73	
3.99	.32	7,873.	- Driver Education	5,000.	.17	2.43	
4.27	.34	8,434.	- Evening Classes	10,500.	.35	5.12	
1.22	.10	2,418.	- Individuals	10,000.	.34	4.86	
.92	.07	1,813.	Other	10,810.	.37	5.26	
2.13	.17	4,207.	Rentals				
5.88	.47	11,599.	Interest Earned				
\$1,250.	100.00	\$2,469,283.	Refund - Salaries DND				
			Sundry				
				\$2,968,136.	100.00	\$1,445.05	

1970 Actual			1971 Budget			
Cost/ Pupil/Yr	% of Cost	Amount	EXPENDITURE	Amount	% of Cost	Cost/ Pupil/Yr
\$ 49.68	3.97	\$ 98,130.	Business Administration	\$ 101,915.	3.43	\$ 49.62
899.73	71.96	1,776,956.	Instruction	1,978,636.	66.67	963.31
19.52	1.56	38,542.	Educational Services	57,353	1.93	27.92
3.51	.28	6,931.	Attendance, Health & Food Serv.	5,602.	.19	2.73
89.46	7.16	176,675.	Plant Operation	192,969.	6.50	93.95
21.88	1.75	43,207.	Plant Maintenance	52,005.	1.75	25.32
76.95	6.15	151,976.	Transportation	162,200.	5.47	78.97
2.82	.23	5,578.	Tuition Fees	3,000.	.10	1.46
10.90	.87	21,534.	Capital Expenditures (not alloc.)	48,200.	1.62	23.47
.47	.04	945.	Other Operating Expenses	642.	.02	.31
71.50	5.72	141,224.	Debt Charges	201,273.	6.78	97.99
3.84	.31	7,585.	Non-Operating Expenses	38,810.	1.31	18.89
-	-	-	Reserve for Working Funds	125,531.	4.23	61.11
100.00		\$2,469,283.		\$2,968,136.	100.00	
		1,975	Average Daily Enrolment	2,054		
1,250.00			Cost per Pupil per Year			\$ 1,445.05

DEBATED BEFORE THE COMMISSION ON COSTS OF EDUCATION PRESENTED
ON BEHALF OF THE KAPUSKASING AND SMOOTH ROCK FALLS PUBLIC
ELEMENTARY SCHOOLS.

Honourable Sirs:

Before submitting aims, objectives, programs, priorities established, and discussing the problems our schools have encountered in fulfilling these aims, may we briefly acquaint you with some background information on our three Public Elementary Schools.

Our three Public Elementary Schools, along with the Elementary Schools under the jurisdiction of the Separate School System, are feeder schools to Kapuskasing District High School, Cite des Jeunes and Smooth Rock Falls High School. Statistics are as follows:

D.J.P.S.	Kindergarten to	545 pupils	20 classrooms
Kapuskasing	Grade 8		
Eastview	Kindergarten to	231 pupils	8 classrooms
Public School	Grade 4		
Kapuskasing			
Smooth Rock	Kindergarten to	135 pupils	5 classrooms
Falls Public	Grade 8		
School, Smooth			
Rock Falls			
		911 pupils	33 classrooms

No. of Teachers = approximately 40

As you see, we are a small Elementary System. However gentlemen, -- "good things often come in small packages" and in many ways our small size has been of definite advantage here in Northern Ontario. For instance, we have direct and close communication with all the personnel in our business administration office and as a result bus problems, advice on maintenance problems, and the ordering of supplies are just a few of the items that do not get delayed in the red tape of a large bureaucracy.

The Supervising Principal has daily and easy access to the Director of Education when required. Both the Supervising Principal and the Director work as a team reporting monthly, or as often as necessary, to the Public Elementary School Committee of the Kapuskasing Board of Education. It is easy for Committees of Principals and Staff to meet with the Elementary Committee of the Board to discuss problems in education. For this reason "change" is not an

responsibility and we can have more persons at all levels participating in decision-making.

What I am trying to state to the Commission is that we definitely like our size, and the administrative set-up that has evolved has proved to be efficient, personal, and conducive to good morale, because all are vitally involved towards changing and improving our system.

In order that you understand the Philosophy that influences our staff, we present it at this time.

OUR PHILOSOPHY:

KAPUSKASING & SMOOTHER ROCK FALLS PUBLIC ELEMENTARY SCHOOLS

A philosophy should be simple, clearly stated, and communicated so concisely that it can be in focus constantly to all those involved in the school system. If it is a good philosophy, it should shine continually as a goal and beacon to keep all on course.

Following the light of a good philosophy should add strength, inspiration and dimension to each human's view of life.

We, therefore, simply state that our school philosophy is beamed primarily towards two targets - the dignity of each child, and the needs of each child in our school system.

We hope that our program is such that it enhances the dignity of all in our community who are involved in the school, be they pupil, parent, janitor, teacher or administrator. Man functions more successfully, and more happily, when treated compassionately as a dignified human.

We hope that the curriculum, fluctuating and changing, is geared to each individual's needs be they academic, social, physical, aesthetic or moral.

Although the task is overwhelming to teacher, parent and community, the goals encompassed in the dignity of the child, and the needs of the child, serve as necessary foundations for future success in learning and

citizenship. We, therefore, feel justified in using these two focal points as essential guides for our elementary school program.

In conclusion, we wish to emphasize that as teachers of young children in the formative years, our task is perhaps a little different from those involved in the educational process of older children. At this formative age it is essential that education involves not only the whole child's academic needs, but we must have sincere and particular concern for the development of the child as a social being.

We have chosen to mention briefly the following items that relate directly to some of our major aims. We will mention some difficulties we feel have arisen in hindering us from fully realizing our goals in regards to these aims.

1. KAPUSKATING PUBLIC ELEMENTARY SCHOOL'S POLICY OF CAREFULLY HIRING THE BEST TEACHERS AVAILABLE FOR THE POSITIONS.
2. DEVELOPING AND IMPROVING CURRICULUM.
3. INCREASING LEARNING RESOURCES FOR STUDENTS IN AN AREA OF OCEANO WHERE THE SCHOOL IS THE PRIME "INFORMATION CENTRE" AVAILABLE TO CHILDREN AND COMMUNITY.
4. PROVIDING MORE INDIVIDUAL HELP FOR CHILDREN WITH LEARNING PROBLEMS.
5. SEEKING MORE PSYCHOLOGICAL ASSESSMENT SERVICES AND FOLLOW-UP SERVICES FOR CHILDREN WITH EMOTIONAL PROBLEMS.
6. ENRICHING OUR PROGRAMS IN MUSIC, FRENCH, SPANISH, HOME ECONOMICS AND SHOPE, AND TOURS.
7. STRETCHING OUR DOLLARS ALLOTTED TO INSTRUCTIONAL SUPPLIES.
8. IMPROVING WORKING CONDITIONS FOR TEACHERS.
1. KAPUSKATING PUBLIC ELEMENTARY SCHOOL'S POLICY OF CAREFULLY HIRING THE BEST TEACHERS AVAILABLE FOR THE POSITIONS.

The accompanying graph shows the growth in the salary bill over the past number of years until in 1971 it has reached what seems to us to be the astronomical figure of approximately \$365,600. Also here an accompanying graph showing the steady growth year by year of staff qualifications as measured by Department of Education Courses

a University Council. The Board and Administration has always interviewed candidates for specific positions carefully, with the aim of hiring the best, not cheapest, applicant available, for each particular position. This has been costly, but we hold that a good teacher is still one of the prime factors to a successful learning environment. Because of threatened cut-backs in government grants, must we, in future years, sacrifice a prime objective and hire a cheaper brand of teacher? Communities like ours have taxed themselves throughout the years to provide good staffs. They have negotiated fair and attractive salaries with staff to encourage them to come North and remain Northerners. This gives stability to our staff. They have even provided subsidies to promote teachers who went South to take summer courses. The salary bill is by far the largest item in budget. We appeal for more direct government consideration in helping us maintain and attract the "best" staff.

DEVELOPING THE CURRICULUM AND THE TEACHER

The area of curriculum has been our most frustrating task. We made a small start last year in developing local curriculum suitable to our families and our schools. However, where does a staff who are all directly involved with children, find time to revise, develop, discuss and plan curriculum, as well as involve the community in cyclic reviews of curriculum etc., as suggested by those in Department of Education every two years? We are not a system loaded down with consultants. Everyone on staff works directly and daily with children. This year we are using "the" one day the Department of Education permits us to have for Professional Development for working on curriculum. The rest of our curriculum planning will have to be done out of school hours. Gentlemen - we strongly appeal for two weeks in June at the end of the school year for elementary teachers throughout this province to dismis pupils and to report for duty in their schools to plan their next year's programs.

We want to work on curriculum but we state that we'll never fulfill our aim satisfactorily until there is legislation from the Department making time available for this task for elementary teachers. Our fellow Secondary School Teachers throughout the Province have been provided with more planning time in their teaching year but the "work hours" of the system have been borkarded with curriculum tasks of late, that cannot be completed unless time is made available. This is our frustration with curriculum development.

3. INCREASING LEARNING RESOURCES FOR STUDENTS IN AN AREA OF OVERCROWDING THE SCHOOL IS THE PRINCIPAL "INFORMATION CENTRE" AVAILABLE TO CHILDREN AND COMMUNITY.

In small remote Northern Ontario, the school is the prime resource centre for learning. We haven't a Science Centre, a huge Museum, large community libraries, etc., to use as community learning resources. The school is often "the" only learning centre. We are immensely proud of our self-planned "do-it-yourself" learning resource centre that was established in our largest elementary school last summer. Recently we had a fund of dollars received from the sale of Board-owned houses, that made this dream a reality. We went and

and available. Learning Resource Centres in one other two schools to be co-ordinated with this main Centre. We suggest, gentlemen, that here in Northern Ontario, Learning Resource Centres are a must, as the school is the main, and perhaps only source of resource information to children and their communities. We should receive every consideration and help from the government in creating these. They should not evolve because of "lucky windfalls" as ours did.

We also submit that more financial help should be given our Learning Resource Centres for filmstrips, etc., because we can't get Channel 19 and we are too small and too spread out to develop centres like that of the Timmins Separate School Board. Films and T.V. shows are available in seconds by phone. We'd be very happy to have compensation in the form of more dollars for resource materials in our centre.

4. PROVIDING MORE INDIVIDUAL HELP FOR CHILDREN WITH LEARNING PROBLEMS.

We are very proud of the achievements we've made towards providing more individual help to children with learning problems. In the last two years we've carefully planned and entered a remedial reading program. We started with one Remedial Reading teacher. We channelled funds into a Remedial Reading room with equipment for the teacher who works with groups of children in all three schools. This year we have another teacher who devotes about 3/4 of her day to remedial work. Our Vice-Principal also takes a group of senior pupils for remedial reading. We've just begun a speech program - one teacher in each of our schools giving individual help to children with speech problems. However, saving time for these teachers is a real problem. They teach a regular grade as well as speech. However, because many of our classes have high enrolments and space is at a premium, we feel that extra remedial personnel must be available to plan individual programs for these children and work daily with them on an individual or small group basis. This again increases that salary bill!

We agree with many points in the Position Paper "A Consideration of Special Education" as published in the Department of Education's DIRECTIONAL document. One - "Greater emphasis should be placed on

flag to keep the children at home. In regular classrooms with non-handicapped children as long as they can better profit from that experience. Transfer to a Special Education class should be for specific reasons with a specific plan of education worked out in advance - an "educational prescription" that is clearly established as a contract of understanding between the school and the family." ^{1/} He was, developing "educational prescriptions" and developing understanding between school and family takes personnel time and dollars -- all of which are areas already seriously overtaxed in our elementary system.

5. SEEKING NON-PSYCHOLOGICAL ASSESSMENT SERVICES AND FOLLOW-UP SERVICES FOR CHILDREN WITH EMOTIONAL PROBLEMS.

This area is another that frustrates us. We have had the aim of securing some kind of psychological assessment service that would be in our own community but a plan for hiring a psychologist for even Northeastern Ontario fell through. All assessment is a "shot-in-the-arm" variety, in that someone from Northeastern Psychiatric Hospital in the Porcupine attempts to drop in occasionally to see the worst cases. A team from the Orillia Hospital comes once or twice a year but there is no follow-up help. We need another health nurse to deal with those problems and the home. However, the Porcupine Health Unit says we have our allotted nurse. We know she's absolutely overworked now with other physical health problems. What help could the Department of Education suggest? When one sees the discrepancy in the psychological services and follow-up services that are those offered by the North York Board of Education, it's very appalling! We again appeal for assistance.

6. ENRICHING OUR PROGRAMS IN MUSIC, FLORIC, STITCH, AND ECONOMICS AND SHOES, AND TOURS.

In the last two years we've increased the teaching of

^{1/} New Dimensions, Dec. 1971, Ontario Department of Education Vol. 6, No. 1

our students from the obligation to travel. We have been able to secure the services of an excellent music teacher to teach part time in Grades 1 - 6 and to make the music program far more stimulating. However, we are anxious now to secure Home Economics and Shop for our Grade 7 and 8 by co-operating with Kapuskasing and District High School. When one visits a new, modern Junior High School in Mississauga which offers so many interesting electives to this age group, one is certainly discouraged. When will our Northern Centres have such facilities?

7. STRETCHING OUR BOLLARS ALLOTTED TO INSTRUCTIONAL SUPPLIES

We have unified the purchasing of supplies for our three schools. We order in bulk and must admit that the instructional budget in the last two years has been fair. However, we cannot possibly stretch it as far as a Southern Ontario School, because prices for us are higher and freight rates eat into the budget.

Even the school tour budget cannot be used to the same advantage as a Southern Ontario budget. We have to go for long distances to see things. Our children really need these tour experiences. We feel the present Northern Ontario consideration allowance for grant purposes is far from realistic.

8. IMPROVING NOON HOUR CARE FOR CHILDREN

Our schools have a great number of our pupils. Supervising the children at noon hour is a very onerous chore. We have an active games program, use the Learning Resource Centre facilities, etc., but in the past teachers have reported the fact that they cannot have free noon hour cooking sessions each day. We have tried to solve this problem by employing high school students and parents to work with the principal and Vice-Principal with supervision. Many children from the outer suburbs have to remain at noon hour in winter because the weather is so severe. When there is a definite need in a community for a noon hour bus to suburbs in areas with such severe climates, we feel the government should provide a special noon-hour bus grant so these suburb children could at least get home for lunch in the severe weather. This would somewhat alleviate the noon-hour supervision problem.

Gentlemen - we hope our brief has not been full of too much complaining about our "lot in life" but the Minister of Education, in his letter to us, asked that we explain frankly the realities of our situation in the light of our aims and objectives. We trust that the brief we've submitted shows you some of the improvements we aim at and some of the problems and frustrations, we as Public Elementary School personnel in Kapuskasing face. Any solutions you may suggest, or any help you can give to us via the Department of Education, will be sincerely appreciated. We thank you for your time and consideration. If you have any questions our representatives will be happy to answer them.

Thank you.

Respectfully submitted by the
Kapuskasing and Smooth Rock Falls
Public Elementary Schools

:dm
January 13, 1972

KAPUSKASING DISTRICT BOARD OF EDUCATION

REPORT OF THE COSTS IN EDUCATION
COMMITTEE

ENGLISH-SPEAKING SECONDARY SCHOOL

Submitted: January 14, 1972.

KAPUSKASING DISTRICT BOARD OF EDUCATION
COSTS IN EDUCATION COMMITTEE
English-speaking Secondary School Report

<u>Contents</u>	Page
The Program, KISP	1
Pupil-Teacher Ratio	2
Services Which Make KISP Function	
A. Guidance	6
B. Library Resource Centre	10
C. Overall School Services	11
Comments from Department Meetings	12
Summary Statements	14
Appendix	

Prepared by Mr. Robert Moore and Miss
Dorothy MacLeod of the Kapuskasing
District High School and respectfully
submitted January 14, 1972.

Kapuskasing District High School meets the demands of its community through day and night school programs. Whether or not all of the services can be continued is the Board's concern.

The programs are unique. If K.D.H.S. does not provide a varied service, students and the community just do not get them. That is why the Kapuskasing Board of Education makes available a wide selection of courses through its program called the Kapuskasing Individual Student Program (KISP). In this program graduates must be assured that they will be in competitive positions with students from more populated parts of the province. Approximately 1200 day students satisfy their requirements via personal time-tables. But the community enterprise does not stop there. The school is the place where Canada Manpower meets federal goals for workers; it is the place where night school courses are offered and taken; it is the centre for post secondary education for both the Northern Institute of Technology and Laurentian University. Although the Board does not provide all these services, the school does make possible all the services. Consequently it can be seen that the Board assumes more responsibility than its geographical boundaries show. Can the Board provide an isolated community of 13000 with truly 20th century experiences and face continued cost restraints at the same time?

Since 1969, the province and local school authorities have been under considerable pressure to control educational spending. The most elastic areas of school expenditure are salaries of personnel, i.e., the number of personnel in its employment, personnel training expenditures plus supplies and equipment for instruction. The same areas are critical for the level and quality of educational service offered to students. Arising out of this is a key problem roundly referred to as the pupil/teacher ratio.

PUPIL-TEACHER RATIO

The most contentious issue involved with personnel is the pupil-teacher ratio. Because of the gross misinterpretations of guideline figures the general public has come to believe that teachers have "used them" to arrive at unrealistic class sizes of less than twenty. The present situation, in fact, is that several teachers on staff see more than 170 students each day, have a twenty minute break for lunch and have one other forty minute period free from teaching. And that exists in a school having a PTR of less than 17:1, a goal of most Boards of Education. It can be seen that day to day pressures upon teachers who have to handle either of the following combinations leads to problems: many classes of smaller number or a few classes of large numbers. At K.D.H.S. the influence of teacher absenteeism is being felt. The point of diminishing returns has set in

seriously enough now that students vie with each other to see how many spares per day one can get over the other. The price tag for this growing human expenditure is greatly masked by KISP. Students may go to the Common Rooms or the Library Resource Centre and fewer supply teachers are called in to replace absentees. While the weakness shows no great cost increase the reflection of overload is inherent. In dollars and cents, the addition of para-professionals and/or secretaries or curriculum assistants more than doubles educational value because teachers are then able to multiply their efficiency manyfold and give a better educational return. The aid given by the people in the LRC and AV areas more than substantiate the point. Because PTR as it now stands, is so full of inequities, and because this Board is forced to economize in that area of the budget directly affecting instruction, it is time that the Board be given assistance to stop the pincer movement. Here is another example of how the squeeze upon teachers works in Kapuskasing, but not in larger centres. The leaders in the school are the principals who set policy along with the heads of department. While it is the principal who must answer completely for school programs and the implementation of them, it is obvious that preparations of revisions must be done by teachers. In the last two years curricula and the entire school system have been changed drastically. Although there are advisors who may be called upon from the

Department of Education for assistance and guidance, the ultimate actions must be taken locally by the practitioners and planners. To be both on a continuing basis is very exhausting to teachers. It is almost impossible to run the day, meeting its many exigencies, and, at the same time, be creative and vital to initiate new and adaptive programs. In larger areas, teaching masters are freed from classroom duties or are promoted to assistant superintendents to assist and devise changes in the curriculum. In consequence, time is the precious commodity here. It can only be provided through supplementary personnel who may be used to free classroom experts in curriculum planning. An "outsider" from this locale cannot do the task and the Board cannot give the principal or teachers assistance because of the method of calculating PTR. Distance from large centres is not so much the culprit as is size of the community. Assistance in curriculum planning and co-ordination is an ever increasing requirement for any system having an individualized student program. Without the time to guarantee the Board or local residents that the students will be competitive with other students, one can appreciate the over crowding upon administration and teachers alike. To further impress upon everyone that the present complement of teachers is insufficient, it is a regrettable fact that phasing cannot occur in several classes because of crowded classes. KISP will grind to a halt, if relief via personnel is not forthcoming.

Many facets of the PTR problem have boomeranged a great deal of misinformation. Teachers feel that John Q. Public is trying to make them the whipping boys for giving him what he demanded initially. Wrapped around the boomerang are the Boards who rely heavily upon provincial grants to operate a reasonably equalized system throughout the province. Under the guise of making the culprits (autonomous Boards) conform in their spending, the politicians are pacifying John Q. by publicly reprimanding the "reckless spending" by Boards. Great advertising has accompanied the ceilings imposed upon the financial structure of each Board. In reality, autonomous Boards are not that at all. The proportion of budget that could be manipulated so as to meet the Board's individual priorities was less than 20%. In the financial bind, Boards made stern fronts to slow the cost spiral. And that, essentially, meant hitting at the only bit of stretch allowed in their budget---- instruction, the major component of Recognized Ordinary Expenditures. The fewer teachers you have, the better the financial balance and hence the better is the PTR. How far can the buck-passing go? Have teachers been milking the public? Have Boards of Education been using "carte blanche" tactics? It would appear that it has been to the advantage of provincial politicians to permit such irresponsible insinuations to come from the ranks of the government and anyone connected with education has been branded.

Out of the forgoing the following summary points might be made:

1. Teaching personnel cannot be given increasing loads without serious repercussions to the system. Primarily, John Q. Public will have to decide whether this system fits the needs of his son or not. At K.D.H.S. there is need to relieve pressures via more personnel.
2. The provincial government has to allow local Boards some clear autonomy in isolated areas to a degree that is much less restricting than it is now. This would make it possible to maintain an efficient school system adapted to student needs in Kapuskasing in this time.

SERVICES WHICH MAKE KISP FUNCTION

A. GUIDANCE

There is no part of the school which shows as well as the Guidance Department does that you cannot use yesterday's yardstick to measure today's system.

The areas of influence in Guidance include administrative duties, KISP guidance for every student, vocational guidance and social assistance to individuals who cannot cope in society. We will look at each of these in turn.

Formerly class sets of student records were possible to maintain because students were grouped and stayed in one group all day. Now that each student goes his own way and enters seven or eight different groups daily, it becomes more complex to keep each student's credit bank for diploma purposes and the information of post-secondary schools of learning. The records are the jurisdiction of the Guidance Department. Only by using supplementary help was it possible to complete last year's record for every student by Christmas. Then comes the pre-Christmas rush to send out records of achievement to each of the schools to which graduating students apply. All of that only indicates the continuing, time-consuming efforts in the recording of marks. The master record, the Ontario School Record (OSR) contains supplementary health, welfare and interview summaries of considerable worth to administration and teachers alike. When largeness makes everything and everyone fade into the masses, the personal ring is there because counsellors have been able to consult up-to-date records. The mechanical function of record keeping has multiplied geometrically with KISP. Because we want to do better than before, one should not misconstrue that we would sacrifice the benefits of KISP for the sake of mechanics...yet, if record keeping were done poorly KISP would collapse. How can anyone say, "On the basis of so many students, you should be able to manage with "x" number of secretaries." Surely the old stick does not measure the cloth any more.

Internal guidance becomes a necessity with KISP. Therefore counsellors spend the majority of their time interviewing each student yearly to assist him in his course selection. Only through their thoroughness are students assured of sufficient credits for diplomas. In this activity every counsellor is an adjunct to every department within the school. Since many students need more than two sessions per year, at the present rate of 337 students per counsellor, it can be seen that loads are overwhelming. (Appendix I)

Vocational Guidance is what most people associate the Guidance Counsellor with because his storehouse of data on careers is well known throughout the community. Several important factors bear on the problems experienced here:

- Students who are aware of a career choice are those who have had some exposure to that vocation. Obviously, there are extreme limitations in what is, essentially, a one industry town. As a result gross errors of choice occur.
- Students who are in wrong courses at colleges come back to distort the view of students about to leave. They are either apathetic or bitter about their experiences.
- Surprisingly, the career choices of some of the students are based upon the TV models like Perry Mason.
- Because of priorities of other duties, Counsellors

cannot meet the requirement of keeping up with vocational opportunities as they relate to the times and community needs.

- To better perform the function of vocational guidance counsellors would need at least twenty minutes to administer part of an aptitude test so that a student can know his strengths and appreciate the areas of vocation. But the valuable time is the follow-up with the student on the test interpretation which takes a minimum of a half hour per session. At present this emphasis of guidance is almost lost.

Finally, all teachers know that a testing program is a multi-dimensional aid to the trained counsellor. Presently, K.D.H.S. has staff sufficiently trained to administer tests in most areas of concern; i.e., differential aptitude, vocational preference, diagnostic tests for learning deficiencies, and tests which reveal social orientation or the lack of it. When extremes of behaviour are found and are pin-pointed by supportive testing, then associated agencies can be used through the existing, co-ordinated community agencies and Northeastern Psychiatric Hospital. Some of the cases have led to evening forums for entire family counselling sessions.

Unquestionably, Guidance personnel cannot carry out fully the workload involved in serving the whole school population.

The unyielding, blinding barrier to improvement in these vital services is PTR. Counsellors, because they hold teaching certificates, are counted into the overall pupil-teacher ratio, but are classified as having no students because they are not like a classroom teacher! What would happen to the PTR if each teaching counsellor added his counselling students to his classroom students? Consider also, the position in which the principal is placed regarding continuity of services: either he must provide the guidance area with the number of personnel to fully satisfy the community need and give to teachers the extra classes covered by part-time counsellors, or, sacrifice the number of counsellors and place Guidance personnel into classrooms. In one choice he loads teachers more, and in the alternative, he denies students full counselling services. As the continuing liaison between all post secondary schools and the entire community (both student and adult) the Guidance services must warrant additional financial assistance. How better can isolation be countered by the educational system in Kapuskasing?

B. LIBRARY RESOURCE CENTRE

In the outstanding Library Resource Centre Report (Appendix II) the Board's recent expenditure is fully validated. What better team could any student have than his teacher, assisted by a trained librarian and dedicated secretarial assistants?

Since this is the only good reference library (14,000 volumes) in the entire community served by the Board continued financial support is mandatory. The model has several implications for student, teacher and Board member alike.

C. OVERALL SCHOOL SERVICES

When KISP was introduced the system worked in such a way that teachers, students and service areas dovetailed endeavours with refreshing efficiency. Now, it may appear that the system is what is costly and KISP may be branded as the cause of present strains. That is not so. Pre-KISP classes had up to one third of the students who either did not want to be there or were "progressing" in subjects they had failed. It is a matter of record that many students reached grade twelve in subjects which had never been passed in high school. From that one third came serious discipline problems which resulted in an unhealthy number of suspensions. And, at least half of those headed for collisions with the law. KISP has almost obliterated the first two problems. While it cannot be said that KISP reduced suspensions, it is fact that serious discipline problems have been reduced by over 50% since its inception. Surely that relates to community costs in a favourable light. If KISP still looks to be the villain we must keep in mind that it is operating under two stresses not felt in the first year. Staff curtailment at the same time as

KISP courses were extended caused the greatest difficulty. The second strain is one which everyone would hesitate to criticize negatively. In years 2,3, and 4, it is estimated that 50% of the student body has elected to take eight subjects; only seven are required for diploma purposes. In comparison to cultural amenities (art, theatre, museums etc.) experienced in large centres it may be necessary to have our students obtain extra courses. To avoid that particular aspect of "overload" some students are forbidden from taking extra courses in the Toronto area. In summary, then, the benefits of KISP are savings far greater than the weaknesses are costs.

SUPPLEMENTARY COMMENTS FROM DEPARTMENT MEETINGS

The theme throughout all separate department meetings in November followed these general guidelines:

1. If you were a Board member, how would you justify need for your discipline in this community?

2. Where is there specific need?

(Rather than cover every meeting, we've limited comments to those of widespread appeal; however, specific details can be provided as needed.)D.M.

- Exposures to learning occurs here for teen agers and all teachers longed for funds to make study trips possible beyond the community.

- There was sincere belief that students were being short-changed because teachers were too busy to fill their needs.
- Textbook costs were of special concern. Price changes to supply several courses showed 200% increases. Most felt that the "disposable" ethic involved with free books should be countered by local levy used with discretion.
- What can be done about growing wilful indolence which is encouraged for some by the leaving age of 16? Each community should have authority to rule on local guidelines because public expenditure will be involved whether it is welfare, unemployment insurance or education.

SUMMARY STATEMENTS

The main reasons which have found repeated emphasis in this study of the educational system at K.D.H.S. are summarized below.

1. KISP is the best thing devised for the students of the Kapuskasing community in years. Greater efficiency of LRC and AV show cost cuts because duplication has been erased. However, KISP needs help to guarantee graduates their "...place to stand and (their) place to grow.. in Ontario...."
2. Although other centres have higher PTR they make the individual student program workable by having very well qualified personnel to assist each school in ways that do not affect PTR. KISP and our students suffer because there is not the supportive local relief. We have neither a Superintendent of Instruction nor ways and means of freeing local known experts from the classroom, even for portions of the year. There must be co-ordination and evaluation of continuing programs. Further, there must be relief within the Guidance-Psychological Services area of KISP. We have locked trained Guidance personnel into classrooms.
3. Surely it must be possible to allow students in culturally deprived areas to take extra options.

For all of the above the Kapuskasing District Board of Education needs financial support.

Work Load For Guidance Counsellors

APPENDIX I

FACTS

1. Students should have a minimum of two interviews per year at 40 minutes each
2. The number of school days in a year is 199-(14 exam days) -(20 days for P.D., June, etc) equals 165 actual teaching days.
3. There is 1 counsellor for every 337 students
4. Each counsellor must have 337×2 equals 674 interviews in the 165 days.
5. This means the counsellor must have 4.1 interviews per day, taking at least 4 periods to accomplish this.
6. We have 5 counsellors, of which 3 are only available for 1/2 the day, and teach in other departments for the remainder of the time.
7. Excluding all variables in scheduling interviews such as student illness, classroom testing, etc., it is theoretically possible for the counsellor to complete all the interviews, in the above time.
8. It becomes obvious that there is no time left in the school day for the counsellor to attend to testing, extensive vocational guidance, administrative duties, and interview recording and evaluation.

The year is about to finish and I think there are a few things which should be mentioned about this years operation of the L.R.C.

When we came to work in the library last August there were over 100 boxes of material in the library office, and 48 boxes of material in the magazine room. There were about 1000 books stacked in the book room, 1500 books to be processed from the history department, and 800 from the geography department. The card catalogues were not yet sorted, nor up to date. The library collection had to be split into 3 different subject areas, Communications and Languages, Social Sciences, and Pure and Applied Sciences. These rooms then had to be set up to operate well as learning resource centers.

Since September the L.R.C. has gone through a lot of changes and has operated well under the circumstances it has had to work. The collection now has nearly 13,000 volumes up from a little over 7,000 in August. These books are processed fully, but some of them require final card sets.

The L.R.C. has served 72,000 students in its 3 rooms this year, plus a few thousand more in the seminar rooms. We have circulated 21,600 books since September. We have also circulated about 2,000 magazines and over 7,200 cassettes for a total circulation of 30,800 resource materials. Also relieved the Board and administration of numerous supply teachers because we have absorbed some of the students without teachers into the L.R.C.

The following chart explains the difference between 1970-71 school year and 1969-70 school year.

	<u>1969 - 70</u>	<u>1970 - 71</u>
Number of students using L.R.C.	no record	72,000+
Number of resource materials circulated	14,800	30,800
Number of books on shelves	7,000-8,000	13,000
Average loans of all materials	75	176*
Books only	?	125
loans per pupil	7.14	21.5
enrolment in high school	1629	1430

* Mr. Martin included all types of materials in his circulation figures; so we have totaled our materials to arrive at this figure. We give our average for books only also.

Note also our student population is 200 less than last year.

Mrs. Wilson and Mrs. Corbeil who are in charge of the Social Science, and Pure and Applied Science areas have done a tremendous job this year. When I mention to other librarians the number of books we have processed they cannot believe how it could be done.

These ladies aside from doing books have assisted thousands of students in research materials, done bibliographies, have handled all the library correspondence, and handled all the circulating problems, in each of their respective areas. The cost of cataloguing books ourselves can partly be seen from the April report. These ladies have gone far beyond what would be expected of any library clerk. They both are presently taking the library technicians course offered in Smooth Rock Falls, which simply illustrates the type of dedication these ladies have for our library work.

The assistant librarian, Mrs. Reavley hired as a library technician has shown herself to have more than fulfilled the job requirements of a technician as laid down in the L.R.C. brochure. Mrs. Reavley who is finishing up her M.A. in English from McMaster University has shown herself to be exceptionally capable as a literary expert in the library. Her reading ability is phenomenal and she has kept us up to date in both English and fiction areas of the library. She reads an average of 10 books per week; so she is able to council students on books that are suited to their ability. She also handles all the circulation problems of the main desk, A/V loans, and does all the subject headings for our books. Her experience at University library work has solved many problems in our own library; so we were able to do books in the most efficient manner. Her assistance in ordering material and checking publishers catalogues have also proved to be invaluable.

Finally, a silent partner must be mentioned in this whole library set up; that is my wife Cecelia. Unknown to only myself, and the library staff, Cecelia and I had worked every night from August to December in cataloguing books, and getting the books on the shelf. Cecelia, a former English teacher here, was well qualified to handle the literature sections both in French and English.

With a staff such as described above we have been able to make this L.R.C. operate effectively in its first year. Students, and teachers have benefited from the dedication of such people as described above and there are now books, lots of books getting on our shelves thanks to their efforts, efforts that went far beyond any payed time or contract duties.

This does not still leave the library without lots to do or to improve.

This June, we hope to finish all the books that are available and get them on the shelves. We have managed to keep up with our own orders, plus the few remaining books from years ago.

We need to finish making all the card sets for these books and then file the card sets to bring our card catalogue up to date. If we finish this for the opening of school in September we shall be doing well.

In September we hope to concentrate more on getting our A/V collection (small as it is) catalogued and up to date. Then Mrs. Reavley and I hope to start some programs to present to classes on uses of L.R.C., leisure reading, and library science. This area was neglected this year in order to get the library up to date. We also hope to keep the teachers more up to date on materials available in the L.R.C. and how to use the L.R.C. effectively.

These are but a few areas that now need our attention, plus of course keeping books on shelves, ordering up to date and helping students locate the material they need for projects or research papers.

The library club is but one group who have shown an interest in helping to establish an orderly and effective L.R.C. These 14 students have put in over 3700 hours of their time in sorting magazines, typing, putting newspapers on file, pulling magazines for students, looking after the circulation desks at noon, and helping to put books on shelves. This was their time and they chose to use it in assisting in the operation of the L.R.C. We have one library club member in particular who from September to this day has put in an average of $2\frac{1}{2}$ hours per day every single school day.. He was never absent.

This report I felt was necessary to let you know that we have tried to make your L.R.C. work. The staff have worked hard and accomplished much to show that any money spent in the L.R.C. was put to use quickly and wisely

There have been mistakes made, but I hope we have turned those mistakes into profitable experience which will prevent us making them again. We as a staff have worked well together and hope by continuing to do so, to offer to our students at this High School the best resources available in Northern Ontario. We thank you for putting us on the road to that goal and hope that we have shown to you that we are interested in making this L.R.C. an exciting and workable area in the school system.

SAMPLE TRANSPORTATION COSTS (re: textbooks ,equipment,etc)

General Supplies	Cost	Charges	% Freight of Total Cost
Manual and Pads	7.30	1.09	14.6
Uniforms	292.80	4.40	1.5
General Supplies Tech.	395.00	6.40	16.8
General Supplies Phys Ed.	63.05	3.25	5.1

Capital

File Cabinet	73.75	6.45	8.7
Speech Mirror	64.50	4.70	7.2
Cassettes	253.80	5.00	1.9
Projector	189.95	4.40	2.3

Text Books

25 Books	65.00	1.61	2.4
40 Books	126.40	2.70	2.1
28 Books	75.71	4.03	5.3

Express minimum	\$4.70 or approximately \$6.00 per 100 lbs. Toronto-Kap.
Little Transport (truck)	\$5.38 per 100 lbs. Toronto-Kap.
Star Transport	\$6.25 per 100 lbs. Toronto-Kap.

85

ENROLMENT - Calendar year 1971-74

High Schools and Edgewood

	<u>Jan. 30, 1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
1. Total all Pupils	2010	2130	2206	2290
2. Non-resident	140	150	150	150
3. Resident Internal	1870	1980	2056	2140
4. Resident - External	-	-	-	-
5. Total Resident	1870	1980	2056	2140

Public Elementary

1. Total all Pupils	902	848	820	798
2. Non-Resident	62	60	60	60
3. Resident Internal	840	788	760	738
4. Resident External	-	-	-	-
5. Total Resident	840	788	760	738

Estimate only

Mar. 30-71

KAPUSKASING DISTRICT HIGH SCHOOL

SUMMARY OF COURSES 1972 - 73

SUBJECT	YEAR 1	YEAR 2	YEAR 3	YEAR 4	Gr.13
English	501 401 301	506 406 306	511 411 311	416 417 316	Pre-requisite: 416 or 417 cr.val: 1.5
Francais	501 401 301	506 406 306	511 411 413 (litt. contemp) 311	416 418 (litt. contemp) 316	Pre-requisite: 416 Cr.val: 1.5
French	502 501 401 301	507 506 406 306	511 512 411 311	417 416 316	Pre-requisites: 417 or 416 cr.Val: 1.5
Geography	501 401 301	506 406 306	511 Phy/Cult 412 Geology 313 Urban	416 Urban 418 Selected regional	Pre-requisite: 3 geog- raphies cr.v.l: 1.5
History	501 401 301	506 (Candn. Problems) 406 (20th Cent Canada) 306 (Candn. Pub.Issues)	511 (Shaping of West.World) 411 (Shaping of West.World) 312 (Selected Studies-World History)	416 (West & Wider World) 417 (East meets West) 418 (Man in Society) 318 (Man in Society)	Pre-requisite: 3 History level 4 courses OR permission of dept. cr.val: 1.5

SUBJECT	YEAR 1	YEAR 2	YEAR 3	YEAR 4	GRADE 13
LATIN		406	411	416	13 cr.val: 1.5
MUSIC	401	406	411	416	
MATHS	501 401 301	506 406 306	511 411 414 (comp.Sc) 311 312 (comm.) 313 (Tech)	 416 419 (comp.Sc) 316 317 (Comm.) 318 (Tech)	Math 1) Funct. Rel. Math 2) Calculus Math 3) Algebra cr.val: 1 each Prerequisite: 416
SCIENCE	501 401 301	506 406 306	511(physics) 411 311 313 (Biol)	 416 (Space & Man) 417 (Chem) 318 (Chem)	Physics, Pre- requisite: 411 Biology: Pre- requisite: 417 Chemistry: Pre- requisite 417 cr.val: 1.5 each
HOME EC.		404 (2 cr.)	414 (2 cr.)		
VOCATIONAL OPTIONS		315 (2 cr.) Sheet Metal Auto Service Woodwork		319 (2 cr.) Woodwork Sheet Metal Auto Service	
PHYSICAL EDUCATION & Health		401-B 401-G		411-B 411-G	

SUBJECT	YEAR 1	YEAR 2	YEAR 3	YEAR 4	GRADE 13
TYPING	401 301	406 306	311		
SECRETARIAL PRACTICE			411	416	
OFFICE PRACTICE				316	
BUSINESS PRACTICE	401 301				
SHORTHAND		406 306	411 311	416 316	
DATA PROCESSING		306			
COMPUTER FUND.			311		
ACCOUNTANCY		406 306	411 312	416 317	
COMPUTER CONC.			411		
SYSTEMS DESIGN				416	
BUSINESS CORRES			311	316	
MARKETING & BUS. MANAG. M'T			311		
MARKETING & FINANCE				316	
				416 316	

YEAR I & II

			credit value
Auto	403	303	1
Drafting	403	303	1
Electricity	403	303	1
Machine Shop	403	303	1
Welding	403	303	1

Year III (Majors)

Auto	411	311	2
Arch. Drafting	411	311	2
Eng. Drafting	412	312	2
Electricity	411	311	2
Electronics	411	311	2
Machine Shop	411	311	2
Welding		311	2

Technical Literary Courses
Year III & IV

Auto	312 (1 cr.)
Elect. Drafting	313A (1 cr.)
Tech. Drafting	315 (1 cr.)
Electricity	312 (1 cr.)
Electronics	312 (1 cr.)
Machine Shop	312 (1 cr.)
Welding & Fabrication	312 (1 cr.)
Hydraulics	316 (1 cr.)
Industrial Safety	316 (1 cr.)
Industrial Relations	316 1 cr.)

YEAR IV (Majors) Continuation of
Year III Majors

			cr. value
Auto		316	2
Arch. Drafting	416	316	2
Eng. Drafting	417	317	2
Electricity	416	316	2
Electronics	416	316	2
Machine Shop	416	316	2
Welding		316	2

NOTE: Course content will be explained
by your subject teachers.

All courses are 1 credit in value
unless otherwise indicated.

4

BRIEF

PRESENTED TO

MR. D. BROUSSEAU

DIRECTOR OF EDUCATION

BY

THE PRINCIPAL AND HEADS

OF THE

FRENCH LANGUAGE SCHOOL,

CITE DES JEUNES

THE FOLLOWING IS A BRIEF PRESENTED
BY THE PRINCIPAL AND THE HEADS OF THE FRENCH
LANGUAGE SCHOOL TO POINT OUT THE ADDED COST
INCURRED IN NORMAL FUNCTIONING OF A FRENCH
SECONDARY SCHOOL.

THE FOLLOWING BRIEF POINTS OUT THE ADDED COST INCURRED
IN THE NORMAL FUNCTIONING OF CITE DES JEUNES.

We have come to the conclusion that more money is required to operate Cité des Jeunes for the following reasons:

1. Additional costs of the bilingual objectives of schools of French expression.
2. The cost of the Français Department vs. the French Department.
3. The cost of Français textbooks vs. cost of English textbooks.
4. Added cost for library.
5. Additional cost in the software of Audio-Visual.
6. Added cost in the English Department.
7. Additional cost arising from a relative isolation.

ADDITIONAL COSTS OF THE BILINGUAL OBJECTIVES OF SCHOOLS OF
FRENCH EXPRESSION.

The French school has as an aim to produce students fluent in both French and English. This means the purchase of textbooks in both languages and this is particularly true of the Commercial Department where, for example sténographie and shorthand must be offered. It is also true for the Technical Department.

COMPARISON OF COST:

Unilingual School

Textbooks in one language

Shorthand offered

Teaching aids in one language

Bilingual School

Textbooks in two languages

Shorthand and Sténographie
offered

Teaching aids in two
languages

COST OF FRANCAIS DEPARTMENT VS. COST OF THE FRENCH DEPARTMENT

The Français department uses a variety of texts in each class and the cost per class can be as high as \$31.00 . A French Department on the other hand uses a grammar text and a reader and the cost per student is much lower.

COST OF TEXTBOOKS IN FRENCH VS. THE COST OF TEXTBOOKS IN ENGLISH

This problem affects most departments in the school.
A few examples follow.

1. The average English pocketbook runs at around 65 cents, whereas the average pocketbook in French runs around \$1.10 . This affects mainly the Library and the Français department.

2. Geography:

Canadian Oxford Atlas	\$2.50
Atlas Général	6.85
Atlas du Monde	7.50

3. Commercial:

Modern Business letters	\$2.85
Le Français des Affaires	6.75

It must be pointed out that parts of the higher price for the French texts comes from their better quality, but at the same time a "cheap" Atlas such as the Oxford is not available in French.

ADDED COST FOR THE LIBRARY

The cost of the library in the French school is almost doubled, as its bilingual nature forces it to purchase reference books in both languages.

Cost for unilingual school

Encyclopedias (unilingual).

Reference books (unilingual)

Novels (unilingual)

Cost of bilingual school

(both languages)

(both languages)

(both languages)

ADDITIONAL COST OF SOFTWARES IN AUDIO-VISUAL

Most audio-visual software, because of the bilingual aspect of the school must be in both languages.

ADDED COST IN ENGLISH DEPARTMENT

Because English is compulsory in the French school, a greater percentage of the students end up taking English. This in itself raises the cost.

The students, being basically French require a broader choice of English options.

Unilingual school

English 501

English 401

English 301

Bilingual school

English 501

English 401

English 301

Anglais 402

Anglais 302

There is one added factor arising from the 301, 402 and 302 programs.

- a) The 301 course is purely remedial and classes must be kept small.
- b) The 302 and 402 classes are mainly oral and must be kept small.

Both remedial and oral English require a lot of audio-visual aids.

ADDITIONAL COST ARISING FROM RELATIVE ISOLATION

All departments suffer because of this.

The two most flagrant examples are Physical Education and History.

Whereas the city school might travel an average of ten miles for league games, the isolated school travels an average of 100 miles. The difference in cost is enormous.

Whereas a field trip to a major historical site for a southern school is a costly trip, it doubles or triples for the isolated school.

eg. North Bay to Ottawa - 230 miles at 50 cents a mile - \$115.00
Kapuskasing to Ottawa - 530 miles at 50 cents a mile - \$265.00

We hope this shows the added cost of running a French school. The added cost arises from two sources:

- a) The bilingual nature of the school
- b) The relative isolation of the school.

The figures are as accurate as possible and are by no means exaggerated.

J. E. G. Gauthier
J. E. G. GAUTHIER,
Principal.

THE CANADIAN MENTAL HEALTH ASSOCIATION
HAMILTON AND DISTRICT BRANCH

Sheraton-Connaught Hotel
112 KING ST. E., Suite 1157 — HAMILTON 20, ONTARIO
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RAMSAY McDONALD

Hon. Treasurer:

MRS. PEGGY OLMSTED

Exec. Director:

DONALD S. SCOTT

February 25, 1972.

Mr. T. A. McEwan,
Chairman,
Committee on Costs of Education,
Suite S914,
252 Bloor Street West,
Toronto 181, Ontario.

Dear Mr. McEwan:

We very much appreciate the opportunity of presenting
our 'Brief to the Halton County Board of Education's
Adhoc Committee on Priorities and Expenditures' to you.

We hope the members of the Committee on Costs of Edu-
cation will also find it relevant.

Sincerely yours,

Gail Varah

(Mrs. R.C.) Gail Varah
Chairman,
Burlington Troubled Child
Committee.

Donald S. Scott
Donald S. Scott
Executive Director,
Canadian Mental Health Association.

/rf
encl.

BRIEF
TO
THE HALTON COUNTY BOARD OF EDUCATION'S
AD HOC COMMITTEE ON PRIORITIES AND EXPENDITURES
BY
THE BURLINGTON TROUBLED CHILD COMMITTEE
OF
THE CANADIAN MENTAL HEALTH ASSOCIATION
HAMILTON AND DISTRICT BRANCH

THE BRIEF IN SUMMARY

THE BURLINGTON TROUBLED CHILD COMMITTEE RECOMMENDS:

1. THAT THE NEEDS OF YOUNG CHILDREN BE SEEN AS THE OVERALL CONSIDERATION IN ESTABLISHING PRIORITIES AND RELATED EXPENDITURES.
 2. THAT THE APPROACH TO YOUNG CHILDREN BE PREVENTIVE AS WELL AS REMEDIAL.
- I The Preventive Approach should:
- A. Identify high risk children in Kindergarten
 - B. Focus effort at the Kindergarten, Grade 1-2 level by:
 1. Providing a staggered entrance to Kindergarten.
 2. Establishing 20 pupils as maximum class size.
 3. Hiring a co-ordinator to provide volunteer and para-professional assistance to teachers.
 4. Allowing only experienced teachers to work with the young children.
 5. Ensuring that adequate professional back-up services are readily accessible.
 6. Promoting communication and co-operation among:
 - a) parents and the schools
 - b) community agencies and the schools
 - c) teachers and the administration
 - d) administration and the Board of Education
 7. Appointing a research co-ordinator to ensure evaluation and assessment of all programs.
- II The Remedial Approach should:
- A. Provide transition of 'readiness' classes for children not ready for Grade 1.
 - B. Retain the child with minor problems in the classroom by providing extensive training, back-up services and volunteers for the teacher.
 - C. Due to their negative affect, replace special education classes with a resource room and resource teacher on the ratio of 1 per 400 pupils.
3. THAT THE ABOVE RECOMMENDATIONS BE IMPLEMENTED THROUGH BUDGET CUT BACKS, IN SUCH AREAS AS:
- a. Temporary cessation of special interest classes
 - b. More stringent control of field trips, resource films and materials.
 - c. Increasing class sizes at the secondary level
 - d. Minimizing remedial programs, particularly at the junior and secondary level, to allow the preventive approach to be established.
4. THAT AN INITIAL PILOT PROJECT, INCORPORATING THE EDUCATIONAL PRIORITIES OUTLINED ABOVE, BE ESTABLISHED IN ONE SCHOOL, WITH ADEQUATE EVALUATION TECHNIQUES BUILT IN.

INTRODUCTION

Thank you for this opportunity to submit the views of our committee in regard to education in Halton County. This committee is a sub-committee of the Burlington Troubled Child Committee which was organized 3-1/2 years ago as a result of a provincial conference on the Troubled Child, co-sponsored by the Canadian Mental Health Association and the Junior League of Ontario. Since that time we have functioned as a group of representatives from Burlington agencies and institutions, as well as private citizens and professionals, who are concerned with co-ordination and improvement of facilities for troubled children and youth in Burlington. In 1970 we became a committee of the Canadian Mental Health Association, Hamilton and District Branch. The following organizations are represented through the membership of our committee: Brant Pre-schools, Burlington Association for Children with Learning Disabilities, Burlington Association for the Mentally Retarded, Burlington Police Department, Burlington Social Planning Council, Halton County Board of Education, Halton County Children's Aid Society, and The Joseph Brant Hospital.

APPROACH TO TROUBLED CHILDREN

We have considered that troubled children can generally be categorized into the following two groups:

- (1) Children who have 'normal' capacity but whose emotional, social and intellectual needs have not been stimulated or satisfied by home and/or school environment; e.g. underachievers, culturally deprived.
- (2) Children who are 'vulnerable' and who need preventive intervention both at home and school if secondary emotional and/or learning difficulties are to be avoided; e.g. neurologically impaired or emotionally disturbed.

For this reason we feel that our recommendations must be directed to certain aspects of the total educational system rather than specifically to 'special' education which has specific concern for the management of troubled children within the school system.

In this sense, all education should be "special" i.e. sensitive and responsive to individual needs and differences in learning style and pace.

EDUCATIONAL RATIONALE

We have, therefore, established the following educational rationale on which we have based the recommendations contained within this report:

Learning is a social process and, as such, must not be viewed too narrowly. It is essential that reading, writing and arithmetic remain the primary tasks of the school - particularly in the initial years. Important to acquiring these skills, however, is the child's sense of purpose and his ability to achieve meaning through them. Purpose and meaning are developed as the child experiences success and learns to value these activities. Values, attitudes and interests are learned from inter-personal relationships with teachers and peers.

Social learning in a cooperative classroom situation can be a powerful experience in developing awareness of values and in developing the child's ability to function as a responsible productive adult. The "class meeting" technique developed by W. Glasser holds considerable potential in this also, but does require sensitive, skilled teachers who can move comfortably into this broader definition of learning on the basis of their own development and experience.

RECOMMENDATIONS

1. Educational practitioners must be aware of the full impact of the daily program upon the individual rather than its effect upon the statistical norm. To this end, our committee has established the needs of children in their early school years as to be seen as the over all consideration of priorities and related expenditures.

2. I - Preventive approach in the primary grades

A. Pre-school and Kindergarten screening.

We feel that it is important to determine the educational and emotional needs of each child as early as possible in his educational career. We recommend, therefore, that one of the easily administered but reliable screening devices currently ^{1a, 2a} being used to identify high risk children at the primary level, be considered by the board for general administration to all kindergarten children.

We feel that many 4-1/2 year olds, now being admitted to Kindergarten, are not ready for the program. However, they might cope six months later if admission were close to their fifth birthday. These children are frequently even less ready for the Grade One program in which they find themselves at five years of age.
(See IIA)

B. Focus of effort at Kindergarten, grade 1-2 levels.

1. Staggered entrance into Kindergarten.

By staggering entrance into Kindergarten so that children would enter school in the term at which they turn five, it would be possible to offer a more formalized learning program at the Kindergarten level. However, the detection of non-ready students is futile unless there are effective programs and personnel available to meet their needs. Traditional remedial and readiness programs have proved to be much less effective than was anticipated, i.e. a rapid "hush-out" of

1a - Cowen, Emory L., Emergent Directions in School Mental Health, American Scientist, Nov/Dec 1971, Vol. 59, No. 6.

2a - The report of the ONTARIO COMMITTEE of the Commission on Emotional and Learning Disorders in Children, September 1970. Page 86.

gains achieved in special remedial situations when the child returns to the regular program. Program content and instructional techniques must be guided by a diagnostic and prescriptive approach which considers individual learning styles and motivational patterns. There is a great need for consultant personnel trained in these areas to back up teachers. As well, there is much to be said for providing para-professionals and volunteers to work with non-ready children.

2. Maximum class size of 20

3,4,

Recent reports - local and national have emphasized the need for smaller class sizes in order to facilitate the establishment of individualized learning programs which are considered essential if we are to provide an adequate educational experience, particularly for the younger child.

This committee considers this priority to be of primary importance and we strongly urge the board to look at the 'overloading' of some elementary classrooms in Halton County. We are aware that governmental spending guidelines which set the ceilings according to level (elementary or secondary) create significant barriers for a local board in making dramatic changes in class size at the elementary level. It is our feeling that these ceilings --- which allocate nearly twice as much per pupil at the secondary level as they do at the primary level --- are clearly out of proportion with today's educational needs; therefore, we strongly urge the Halton County Board to protest to the Department of Education regarding the inequities of these ceilings, so that appropriate changes in the maximum class size at the primary level can be effected.

3. Volunteer and para-professional assistance for teachers

Again, the overwhelming emphasis of recent reports 5,6,7, research,⁸ and educational practice have indicated both the need and the effectiveness of providing supplementary help to the classroom teacher so that she can better individualize her program to meet the needs of each child in her class. We commend Halton County for their progressive outlook and energetic progress in utilizing volunteers in the schools. In addition to this, however, we would urge the board to consider the use of para-professional help, with the added advantages of specialized training and professional commitment which this might afford. The accessibility of local community

3. Class Size report

4. "One Million Children" The Celtic Report, The Commission on Emotional and Learning Disorders in Children 1970. - Pp.143-144
5. The report of the ONTARIO COMMITTEE of the Commission on Emotional and Learning Disorders in Children, Sept. 1970. P.113.
6. "One Million Children: Page 130.
7. Volunteers Offer New Hope for Learning Disabled, The Post, Newsletter of the Canadian Assoc. for Children with Learning Disabilities, Oct/Nov 1971. Vol III, No. 5.
8. Cowen, Emory L., Emergent Directions in School Mental Health, American Scientist, Nov/Dec 1971, Vol 59, No. 6. Pp.723-733.

colleges should be an asset in the development of such programs. Specialized courses in remediation, adjustment counselling, and behaviour modification will be developed if Boards of Education provide the impetus.

Because of the rapid growth and expansion in this field, we would suggest the employment of a co-ordinator to be responsible for supervising and training this extra classroom help, as well as for helping principals and teachers utilize this extra assistance.

4. Specialized training for teachers and administrators at this level

It is obvious that the success of any primary prevention program depends ultimately upon the effectiveness of each individual teacher in her interaction with her pupils. The need for more extensive comprehensive training for teachers has long been of concern to all those who desire better education for the children of this province.^{9,10,11,12,13} That this is particularly essential for teachers of the early grades seems axiomatic. We would suggest that no teacher be allowed to teach at this level without having excellent teaching qualifications and several years of teaching experience. We would also recommend that a strong program of in-service education be a top priority for teachers and administrators at this level in order that they might be kept informed of the snowballing amount of new and relevant information in the area of child development, primary teaching methods, etc., which is constantly being made available. Perhaps this is an area in which a program co-ordinator is needed--- to focus and co-ordinate efforts at the primary-school level.

In-service training in basic subject areas of program and instructional techniques has been given considerable priority and impetus by the Board. We would recommend that an equal priority be given to the development of an integrated in-service program in the area of student services and supportive services i.e. psychological, attendance, guidance, public health, social work, etc. Many teachers and some principals are unaware of how to use these services effectively on behalf of their students.

We would further urge the board to co-operate with McMaster University in the development of their new faculty of education to ensure that easily accessible opportunities for on-going education at the university level are made available to the teachers in Halton County.

9. "One Million Children" Pp. 135-137

10. MacLeod Report. Report of the Minister's Committee on the Training of Elementary School Teachers, 1966.

11. Living and Learning, The Report of the Provincial Committee on the Aims and Objectives of Education in the Schools of Ontario. 1968.

12. Brief on Teacher Education to McMaster University Senate Committee, Ontario Association for Children with Learning Disabilities, Burlington Branch

13. Standards for educations of exceptional children in Canada (The SEEC Report) 1971. Pp. 4-10

5. Priority area for consultants, psychological services

In order for the previous recommendations to realize full potential, it will be necessary to provide adequate professional back-up services for teachers, administrators, volunteers, para-professionals and parents. That this is impossible under our present structure of psychological services seems self-evident. It is time for the entire area of psychological services, student services, and consultative help to be re-evaluated with consideration being given to increasing the numbers of psychologists and consultants and expanding and changing their roles. Guidelines for this re-evaluation are to be found in the Halton County Board of Education's Report on Psychological Services.¹⁴

We would also urge the Board to take an active role in promoting the establishment of a community assessment facility which would meet the increasing need for comprehensive psychological assessment on many severely troubled children.¹⁵

6. Priority area for combined efforts between home, school, and community.

In our discussions it seemed obvious that if the ultimate educational experience is to be provided for the young child, it is essential that communication must be facilitated and improved between:

a) Parent and School.

Many parents feel they do not participate adequately in the decision making and day to day programming involved in their child's education. While there are many barriers to effecting improved communication in this regard, we feel the situation could be greatly improved by "opening up" the schools to the parents and the community to a greater extent than is currently being done. Opportunities should be provided where parents would feel free to enter and observe the school program at any time. The school, itself, should become a community facility which is shared by all members of the community for their common good.^{16,17}

We feel that improved interaction of this type would help to minimize the frustration felt by many parents. This frustration seems particularly apparent in the practice of "social promotions" where there has not

14. Halton County Board of Education, Psychological Services Report Part 1.

15. Brief to the Joseph Brant Memorial Hospital, Burlington Troubled Child Committee.

16. The report of the ONTARIO COMMITTEE of the Commission of Emotional and Learning Disorders in Children, Sept. 1970. P.91.

17. "One Million Children" Pp. 121-125.

been adequate communication between the parent and the teacher regarding the difficulties which the child has encountered in school. As a result children are often allowed to be pushed through the system without gaining adequate basic skills. The result is that they are ultimately thrust upon the High Schools without ever having gained the competencies necessary to succeed at this level.

b) School and community agencies.

"No single factor has caused us more concern than the picture of different professions struggling to establish their own power base, distrustful of each other, refusing to share their so-called 'confidential' information and in this division frequently failing the child."

In the preceeding quote from CELDIC's "One Million Children" the need for better communication among all those serving the child is made obvious. We urge the board to step up their efforts in establishing inter-professional co-ordination efforts throughout Halton County.

c) Teacher and administration.

As gleaned from a parents' sensitivity to the school system, we are sensing a lack of trust and freedom within the schools. We are, therefore, concerned by what appears to be a lack of willingness on the part of many teachers to share their concerns with their principals. We would hope that the board will make every effort to diminish this illusion of a power-heavy educational administration in the local school community, and that a true partnership between teachers and administration, based on real rather than illusory sharing of power, and responsibility, will come about. There is a need for the administrators to remain in touch with the realities of the classroom situations experienced by teachers and students. This is particularly necessary for administrators with only secondary school experience who are working in elementary schools.

d. Administration and the Board of Education.

We know that the Halton County Board of Education has always strongly emphasized the need for good communication with administrative personnel. We commend you for this approach and urge you to continue in your efforts to keep the communication lines open, particularly as it becomes increasingly difficult because of the increased size of the board and the number of administrative offices.

7. Priority area for research projects, curriculum revisions, performance reports, etc.

The establishment of spending guidelines, and the general trend toward accountability in education have made it increasingly necessary to justify existing programs and to carefully evaluate expansion proposals. In addition, recent changes in the distribution of available research funds by the Department of Education have made money available to local Boards of Education for research purposes. We would, therefore, suggest that the Board capitalize on these trends by appointing a research co-ordinator to supervise the implementation of research projects within the Halton County Board of Education. Evaluation and assessment should be built into all new programs. Programs already in existence need to be evaluated although such retrospective evaluation is far less effective than evaluation that is built into the innovative program in such a way as to provide a definitive answer concerning its effectiveness in achieving goals agreed upon in advance.

II - Remedial approach in primary and early junior gradesA. Transition or readiness classes for children who are not ready for grade one

Many children seem to require more time and training in order to become "ready" to learn. To push such a child into a grade one class before he is ready to learn, or to make him remain a second year in Kindergarten are equally unsatisfactory solutions. A special transition class in which the child would be given both the time and the extra educational stimulation necessary to increase his readiness is our recommendation for this critical period of educational management.

- B. More training, psychological and consultative back-up services, volunteer and para-professional help for the teacher of all primary and junior grades so that the child with minor problems might be maintained within the regular classroom.
- C. Current "segregated" special education classes replaced by Resource Rooms.

Many recent reports have discouraged segregating children into separate classrooms.^{18,19,20} However, a quote from the CELDIC report will point up a significant caution in this regard:

"WE RECOMMEND

That because of the negative effects of separate special education facilities, educational authorities minimize the isolation of children with emotional and learning disorders and plan programs for them that as far as possible retain children within the regular school curricula and activities.

This recommendation in no way suggests that the present system as we have observed it in most classrooms would adequately meet the needs of the child with emotional and learning disorders, far from it. The changes that we have already recommended: preschool educational opportunities, smaller classes especially in the primary school, more flexible curricula and additional personnel in the classroom are essential and will help the classroom teacher meet the needs of children with a wide range of individual differences."(CELDIC, page 146)

It is our recommendation, therefore, that each school of approximately 400 students have at least one "Resource Room" with a "Resource Teacher" who is equipped and prepared to work with the more severely disabled children within the school by carrying out educational diagnosis and treatment, working directly with the children, and being available to classroom teachers and parents for consultation.²¹ These severely disabled children would then be permitted to remain with their peers within the regular classroom, being removed for certain periods each day for remediation with the resource room teacher.

We feel that if THE PRECEDING PRIORITIES OUTLINED IN THIS REPORT ARE MET, it would be possible to discontinue the practice of segregation as a method of educational management for children with severe emotional and learning disorders.

18. The report of the ONTARIO COMMITTEE - Commission on Emotional & Learning Disorders in Children. Sept. 1970 Pp. 82-85

19. "One Million Children" Pp. 138-141

20. Living and Learning. The Report of the Provincial Committee on the Aims and Objectives of Education in the Schools of Ontario. 1968.

21. Standards for educators of exceptional children in Canada (The SEECC) 1971 P. 124 (5)

3. WHERE SHOULD CUTBACKS BE IMPLEMENTED?

We are aware of the fact that implementation of the proposals contained within this report are costly and probably nearly impossible to meet under the present provincial spending ceilings. We have already expressed our view as to the unrealistic restrictions that these guidelines impose, particularly in respect to the inequities of the per pupil expenditure at the elementary level as compared to the secondary level. We have suggested that the board communicate with the Department of Education in this regard. In addition, we will be sending a copy of this brief to the Provincial Committee on Costs in Education, so that they may be aware of our views in this regard. However, we feel that there are areas within the direct jurisdiction of the local Board of Education where consideration might be given to effecting cutbacks. We have outlined these areas below:

1. A temporary cessation of special interest classes (electives,) until the basic responsibilities of the schools are met and the financial "squeeze" has been abated. Many High School courses could fit into this category.
2. More stringent control of expenditures on field trips, audio-visuals and resource materials.
3. An increase in class-size at the secondary level to accommodate a smaller class size at the primary level. This could be facilitated, in part, by combining students from several schools where enrollment in certain subjects is particularly low - or by using teachers of these subjects on an itinerant basis.
4. Minimizing remedial programs, particularly at the junior and secondary level, until a strong preventive approach has been established.

FURTHER SUGGESTIONS - RESEARCH PROJECT

Because of our firm commitment that the above priorities must be adopted if a successful educational program is to exist in Halton County, and because of our awareness that the Board has a tremendous responsibility to justify the modification of existing priorities and expenditures, we would like to make the following suggestion:

That a pilot project, incorporating the educational priorities as outlined above, be authorized within a school under the jurisdiction of the Halton County Board of Education. That this project be submitted to the Ontario Department of Education for Government funding. That the results of this pilot project be used by the Board of Education as guidelines for future educational planning and expenditure priorities.

This project should focus primarily on the preventive approach in the primary grades operating on the principles recommended in this report, with the goal of ascertaining whether such an approach reduces the incidence of learning problems and the subsequent need for more structured, segregated special education programs. An earnest willingness on the part of the teachers and principal in the school chosen for such an endeavour would be essential to its effectiveness as a research project.

CONCLUSION

Our committee has placed the greatest importance on prevention in the primary grades. We feel that establishing strong remedial programs, elaborate expenditures and programming at junior and secondary levels, is inappropriate, ineffective and inefficient at this time. When there is a shortage of funds and personnel, it seems essential that the major portion of these resources should be directed to the area where it will do the most good in the most effective way. We have presented our ideas as to how this might best be accomplished. We sincerely commend the board for having provided us with this opportunity to do so.

Respectfully submitted,

Mrs. Gail Varah, Chairman,
Burlington Troubled Child Committee

Mrs. Pat Hileman, Chairman,
Sub-committee on Priorities and
Expenditures in Education

Mrs. Nancy Adsett
Mr. Bob Kennedy
Mr. Joe Kormos
Mr. George Luce

PROPOSED BRIEF TO
THE COMMITTEE ON THE COSTS OF EDUCATION

The Ontario Educational Research Council is the only organization in Ontario that is dedicated to the ideal of encouraging research by classroom teachers. Through workshops, conferences, newsletters, grants to individuals, and other devices a steady and consistent effort to promote the cause of educational research in the classroom is maintained year after year. After a modest beginning fourteen years ago the Council has shown steady growth and has become an important factor in making Ontario teachers research conscious. Despite its responsibilities the Council operates on a modest budget of approximately \$35,000 a year--derived from corporate, sustaining, and individual membership fees. With more than one million school children in Ontario, the percapita cost of promoting classroom research in the province, as shown in the OERC budget, works out at less than 3.5¢ per pupil. The percapita cost is low but the expenditure produces effective results because the Ontario Educational Research Council, as a voluntary organization, is able to enlist competent help from many sources. It is to be hoped that the expenditure by Boards of Education of amounts up to but not exceeding \$500 for sustaining memberships in the Council will continue to be regarded as a justifiable expenditure which produces worthwhile results. The Council is acutely aware of the necessity for careful control of the costs of education: it is confident that the services it renders are sufficiently worthwhile and are provided so economically, that it need fear no curtailment of its budget or of its program.

Trustees and teachers show co-operative roles in maintaining O.E.R.C.

By HARRY O. BARRETT,

Assistant Dean,

The College of Education,

University of Toronto,

and

Secretary,

Ontario Educational Research Council

The Ontario Educational Research Council is one of the very few educational organizations where the financial support comes mainly from trustees AND teachers.

The Council's budget is a modest one, since the Council is a voluntary organization.

Money comes from a great variety of sources — Home and School, Catholic, P.T.A., the universities, the community colleges, the Department of Education, the Ontario Institute for Studies in Education, and from teachers' organizations and school boards. The wide source of funds is desirable since many interests are involved and it is important that the Council owe no special obligation to any one interest.

Objectivity

A Research Council must preserve its objectivity at all costs. A teacher dominated council might find its conclusions suspect because of its allegiance to its financial benefactors. A trustee dominated council would face the same difficulties with suspicions coming from a different direction. The Ontario Educational Research Council could not discharge its role of promoting and co-ordinating educational research unless its complete objectivity and its complete freedom from bias were acknowledged by its members and by the general public.

About two-thirds of the Council's income is derived from teachers and trustees. The Ontario Teachers' Federation has, for some years, given an annual grant of \$10,000. Most of the affiliates of the Ontario Teachers' Federation have sustaining memberships and two hundred or more teachers and administrators have individual memberships. The Ontario School Trustees' Council has a corporate

membership and most of its affiliates have sustaining memberships.

The bulk of the financial support, however, comes from sustaining memberships taken by school boards. These sustaining memberships provide revenue to the Council slightly in excess of that provided by the O.T.F. grant and about equal to the total of teacher contributions. In a very real sense, therefore, it may be said that teachers and trustees are partners in maintaining the Research Council.

The co-operation and partnership shown in the maintenance of the Council are a continual reminder that trustees and teachers have roles other than that of antagonists haggling over salaries across the bargaining table.

The Ontario Department of Education has been a firm friend of the Council since its inception. The Department has not, however, provided a large amount of money each year since heavy subsidization by the Department might well discourage voluntary contributions. A heavily subsidized Council would be, in the eyes of many, just an extension of government; its independence and objectivity would be lost and the value of its unique organization dissipated.

Department aid

The Directors of the Research Council have never asked the Department of Education for large grants except on one occasion, when it received swift and generous aid. The occasion arose because the consolidation of school boards into the county system created a financial crisis — fortunately a temporary one — for the Council. The Directors asked and received a special grant of five thousand dollars, a striking demonstration of the Department's faith in the Council.

There are some indications that more financial aid may be coming from the Department of Education in the future as the Directors have asked the Department for assistance in two areas: (1)

(Co-operative, p. 2)

Co-operative

(from p. 1)

Grants to enable the Council to expand its program of research grants to classroom teachers; (2) An annual grant to enable the Council to establish a newsletter. Although the new grants have not yet been approved there are indications that the request is receiving favourable consideration. The grants, if approved, would be special purpose grants and would in no way alter the voluntary status of the Council with the bulk of its support coming from teachers and trustees.

Since its inception the Council has endeavoured to maintain liaison among the various organizations and institutions doing educational research. This function assumes a new importance in the light of the Department of Education's recent announcement that up to \$400,000 a year will be available to institutions and individuals to conduct educational research of significance to the school program.

The Ontario Institute for Studies in Education will remain, of course, the most important research body but it is obvious that the newly created faculties of education, the colleges of education, the teachers' colleges, and school board research departments will be taking full advantage of the new research funds. With the expansion and diversification of educational research the liaison function of the Research Council assumes a new importance. At no time has it been more important for the Council to enjoy the support of the school boards.

R.R. 1,
1 Original, Ont.,
March 6, 1972.

Dr. J.R. McCarthy,
Executive Director,
Committee on the Costs of Education,
Suite S-944,
242 Bloor St., W.,
Toronto 181, Ontario.

Dear Dr. McCarthy:

Under separate cover please find enclosed ten copies each of three briefs which the Regional Association of Public School Supporters has prepared for the Committee on the Costs of Education.

① The briefs on "Administrative Costs" and "The Use and Mis-Use of Educational Personnel" are at present burning issues within our local Board and are causing deep concern to the ratepayers. These briefs will be receiving local publicity. ②

③ The third brief, which deals primarily with school construction, might tend to stir up old feelings which must now be suppressed if we are ever to get our new school to function properly. In this connection you will be interested to know that we have assured Mr. Dunsmore of our support for any reasonable measures which will speed the day when this school will be used in the way for which it was designed. The present situation with conventional classes being taught in an open-concept environment is at this time less than satisfactory. We recognize that it will take time for teachers and pupils to adapt to this new situation and it would not assist matters to circulate this brief locally. You will find in this brief references to a 3-part brief which was presented to the Prescott-Russell Public School trustees in 1969. We are, unfortunately, able to provide your committee with only one copy of this original brief.

In this letter I would like to raise one philosophical question which we did not have time to develop into a brief. What is the effect of the opulent surroundings that we are now providing in our schools and universities on the outlook on life of our youth? Part of my job has been to train newly graduated scientists in the methods of pulp and paper research. In the past 10 years I have observed that many of these graduates have the idea that the world owes them a living and that this means the best of everything, cars, houses, etc., as soon as they graduate. They soon become disillusioned when they face the realities of life in industry where the surroundings are not posh and money is not always readily available for needed equipment. We appear to be losing the ability to improvise, an ability which was the greatest asset of our pioneers. If we find this with our university graduates, what effect is opulence in our primary and secondary schools having

Recd March 7/72

on children who will terminate their education at the secondary level?

If we provide dream schools and get our children used to surroundings and equipment which they may never meet in their post school lives we are sowing the seeds of revolution; revolution being caused not by hardship, as we are finally becoming aware, but by hopes and desires apparently unattainable any other way.

It appears necessary to gear our schools to reality so that they prepare the children for the type of surroundings in which they will later find themselves. This means less emphasis on the latest and greatest in physical surroundings and more emphasis on the development of attitudes and skills which will allow the children to lead useful, happy lives. For example, if we teach a boy that a beautiful piece of furniture can be made using simple hand tools that everyone can afford we have given him access to a hobby which could last a lifetime. If, on the other hand, we teach him that this same piece of furniture needs ten very specialized pieces of equipment in its manufacture, we have turned him off from attempting to make that furniture on his own because he cannot afford the necessary equipment. Indeed, quite often, small shops and even industry cannot afford some of the equipment that gets installed in some of our secondary schools in Ontario.

We know of a small industry which, on hiring graduates of the local S T & T program, discovered these lads could not sharpen a drill. The teacher representative on the Vocational Advisory Committee insists on ordering a drill sharpener for the new Plantagenet High School because, he declares, he hasn't time to teach the boys to sharpen drills. The order will no doubt go through because the trustees haven't time to examine supply lists and no guidelines^{ex 154} in such cases. What are we teaching our youngsters if we have no time for basics? What is more important in the tool shop than taking time for proper use and care of basis tools? And what larger portent does such a small illustration contain?

We do not plea for dingy, sub-standard school buildings. We are not suggesting that the worst conditions should be matched in the schools. But we must be sure that we are not building and equipping schools which raise expectations to a level above which it is virtually impossible for our graduates to achieve in their immediate post school days.

We hope that the efforts of the Committee on the Costs of Education will bear much fruit; there is ample evidence of much need for it. We feel that the observations and recommendations in our briefs will be generally applicable across Ontario, but more specifically in the less sophisticated parts of our province.

Sincerely yours,

Jack Risted

Jack Risted,
President,
Regional Association of
Public School Supporters.

BRIEF TO THE COMMITTEE ON THE COSTS OF EDUCATION

From

The Regional Association of Public School Supporters (East Hawkesbury,
Hawkesbury, West Hawkesbury, L'Orignal & Longueuil)

February 1972

ADMINISTRATIVE COSTS

For the purposes of this brief Administrative costs are defined as the costs of running the Board's Administrative offices as well as costs of non-educational personnel who report to the Board offices. It also includes costs directly attributable to expenses of the trustees.

Money misspent on administrative costs is deeply resented by the rate-payers. In these times of costs ceilings money mis-used for administration robs our children of money that could be better used to buy library books or hire superior teachers. Money misspent on Administration causes deep resentment in the teaching staff, particularly if they are short of teaching supplies. These resentments will be reflected at future salary negotiations.

What are some of the administrative costs that need to be brought under control? They include money spent directly on the trustees other than their normal stipend. Costs of expensive weekend seminars at summer resorts, where the trustees may take their wives, and costs of Christmas parties etc. where the taxpayer buys the drinks. Local Boards cannot be expected to control such costs when they hear of similar happenings taking place in Toronto at the cost of many thousands of dollars. Happenings such as retirement parties etc. paid for out of public funds.

Salaries of administrative staff need to be brought under control. Local Boards do not necessarily know what a fair salary is for an administrative job. Guidelines are needed to get this situation under control. It is in this area of administrative salaries that Boards suffer the greatest disadvantage. They must negotiate with staff with whom they are regularly involved, staff with whom they are friends and on whom they depend for carrying out their policies. Under these circumstances it is easy to see how they would tend to err on the high side when negotiating administrative salaries.

As an example of how badly salaries can get out of control and the emotional basis on which they may be set, we quote from the minutes of the Prescott-Russell Board of Education with respect to the salary of the Business Administrator's assistant:

Moved by -----, seconded by ----- that the salary of -----, effective January 1st, 1972, be \$13,500 for the year 1972, with an increment of \$750 in January 1973 and in January 1974 for a maximum salary of \$15,000.

Amendment:

Moved by -----, seconded by ----- that the salary commencing January 1st 1972 be \$14,500 with a raise of \$750 on January 1st 1973 and a raise on January 1st 1974 of \$750 to reach a maximum of \$16,000.

It should be remembered that this man has nothing whatever to do with the Elementary Public School business and that we have only slightly over 4,000 students in the secondary school system in Prescott & Russell. For the same level of responsibility and ability the going rate in the largest industry in these counties is about \$10,000 per year. The above motion and amendment shows clearly that the Board has no idea what represents a fair salary. The amendment shows that when dealing with individuals or small groups the Board is lax. This indicates that the Board either does not have an overall salary policy or it was not following it in this case. One can be very sure that if the Board had been dealing with 300 teachers instead of one person they would have given more thought to an extra \$1,000 per year raise.

Another area where the costs are disproportionately high is the purchasing of supplies. In Prescott & Russell there are three secondary school zones, each containing two schools. In the six secondary schools there are three business clerks, one for each zone, whose job it is to make out requisitions for supplies in that zone. In at least one zone the clerk has a part-time secretary. The clerk forwards the requisitions to the Board offices

for processing by a Purchasing Agent who was recently hired at a salary of \$12,500 per year (a salary at least \$2,500 higher than it should have been, especially when men with excellent qualifications applied for the job asking salaries in the \$8,000 to \$10,000 per year range). In addition the Board are renting an extra 4,150 sq.ft. of floor space at \$0.55 per sq.ft. to be used as a store room. They are carrying out extensive renovations which must in part be charged to this project. They have hired a stores clerk to distribute supplies from the central stores to the schools. Soon they will discover that the Purchasing Agent needs a secretary and that an off-duty school bus is not a suitable vehicle for transporting school supplies.

It must be emphasized at this point that in the past two years the Board have not been purchasing supplies one pencil or one book at a time. They were getting competitive bids on supplies and these supplies were being delivered to the individual schools in bulk quantities by the suppliers. The man who previously purchased supplies for the secondary schools was at the same time keeping the books for the Elementary Public School, purchasing equipment and attending job meetings for the construction of two public elementary schools. Since we no longer have elementary schools under construction this latter part of his job no longer exists and he would have had more time to spend on purchasing.

When we add up the additional costs created by this new purchasing system we recognize that the savings which can be realized by the new versus the old are non-existent.

Purchasing Agent	\$12,500
Storeskeeper about	4,000
Secretary "	4,000
Storage space	2,000
truck or bus "	2,000
Renovations "	2,000 (2 yr.write-off)
total	\$ 28,000

There is no way that the Board can save \$28,000 per year on the new system. A look at the 1971 budget indicates that the school supplies amounted to \$138,432 and equipment \$81,577. It is already evident that the Board can purchase janitorial supplies at the same cost when they are delivered directly to the schools instead of to the Board offices. In this respect it now costs more for janitorial supplies than it did before.

What are the answers to these serious problems?

1. Seminars should not be held at expensive resorts nor should parties be held at taxpayers' expense. At working seminars the surroundings are wasted. At social events the trustees should be paying their own way.
2. Administrative salaries should be made to reflect the actual value of the job being done. To do this the jobs should be related to salaries paid by industry for similar work. Large industrial companies have faced the problem of paying competitive wages to non-union staff. Many industries have solved the problem by the job description and job evaluation method. There are firms of management consultants who specialize in this type of evaluation. Each job is described with respect to function, responsibility, accountability, etc. The job is then assigned a salary range. For example, someone learning the job would be paid at the lowest salary, say X dollars per year; someone doing the job satisfactorily would be paid $X + \$750$ per year; but someone doing the job superbly would be paid no more than $X + \$2,000$ per year. This is all based on the job description. The performance of the person doing the job is periodically evaluated and he receives a salary between X and $X + \$2,000$ depending on his job evaluation.

The management consultants who specialize in this type of service have in their files the salaries and job descriptions of all the employees of dozens of large industrial companies throughout Canada. They would be in an excellent position to evaluate the responsibilities and qualifications of all the administrative staffs of Boards of Education throughout Ontario and equate salary ranges to these jobs. Boards would then be given the necessary guidelines to determine the proper salaries for their administrative personnel.

The building of administrative empires for the solution of small problems such as the purchase of supplies must be stopped. To do this the efficiency experts should be hired to examine the structure of the Board of Education administrative staffs and to make appropriate recommendations regarding sound methods of cost cutting. This could probably be done by the

management consultants already mentioned.

The problems illustrated in this brief prompt many questions:

1. Why should industry, through their taxes, be asked to pay higher salaries to people employed by the Board of Education than they can afford to pay their own employees?
2. Why should the employees of industry and commerce be taxed to pay higher salaries than they themselves can earn for similar work?
3. Why should our teachers be required to teach often without adequate supplies when there is all kinds of money being spent on administration? We know of a case where an Industrial Arts teacher had a budget equivalent to \$5.00 per pupil last year. He had to stretch out his wood-working course to cover the entire year. The students were the big losers and, of course, very bored.
4. Why should farmers and teachers be taxed to pay exorbitant administration salaries? The farmers have already successfully rebelled at paying the high tax for education. When we see our money being spent unwisely for non-educational purposes how long will it be before the other sectors of our society rebel? The danger is that when this rebellion occurs sound educational spending will also be affected.

The serious problems outlined above show that local Boards of Education are unable to adjust to hard times. They ignore the state of the economy in general and the desperate state of the local economy in particular. Under such circumstances the Provincial Government must assume a greater degree of control on educational spending, particularly now that a larger portion of the educational costs are paid for by Provincial grants.

We note that Mr.D.S.Lawless has been appointed to head up a department designed to assist Boards with their budgeting. We fear that this may be another case of an educator asked to do an administrative job. It appears that the greatest need for assistance lies in the areas of plant(schools), equipment, and administrative costs. Are these areas that the new department will be capable of tackling? Will they have the authority to make Boards cut salaries and maybe dispense with unneeded personnel? Firm and definite action is needed, immediately.

To conclude, attention must be drawn to the negative effects of long term contracts with administrative staff. Three-year contracts, such as illustrated in the Board's motion regarding the salary of the Business Administrator's assistant, are ridiculous! Where in industry are such contracts given to people at this low level of responsibility? When job security like this is given part of the incentive to efficient work is removed. Also removed is the Board's ability to adjust salaries in relation to job performance. We recommend that all long term contracts be abolished, including those to senior educational personnel.

(2)

BRIEF TO THE COMMITTEE ON THE COSTS OF EDUCATION

From

The Regional Association of Public School Supporters (East Hawkesbury,
Hawkesbury, West Hawkesbury, L'Orignal & Longueuil)

February 1972

THE USE AND MIS-USE OF EDUCATIONAL PERSONNEL

This brief deals primarily with the mis-use of the talents of two of our most important educational personnel. It is the purpose of this brief to show the weaknesses of our new educational system with relation to how it is affecting both costs and quality of education. This brief must in no way be construed as a personal attack on anyone. In fact we see friends, for whom we have great respect, caught in a web not of their own making. This brief is presented in the hope that recognition of problems will result in legislation to correct them.

A major fault with the present educational structure in Ontario is related to the dual role of the Director of Education. More emphasis needs to be placed on his function as the Board's chief educational officer and less on his being the chief executive officer. There are likely very few Boards in Ontario fortunate enough to have a Director of Education who is both an outstanding educator and an outstanding economist. Hamilton is very fortunate in this respect, having Dr. Gordon Price as Director.

If a Board hires a good educator as Director, which is probably the aim of every Board, it should not be surprised if the qualities that make him a good educator do not necessarily make him a good executive officer. When this occurs he has to spend a disproportionate amount of his time on business matters and the area of his true competence suffers from lack of time. Our Director appears to be caught in this squeeze. He has to do his reading on progress in education late at night and this is not right.

In Prescott and Russell our Board and our Director inherited outdated and inadequate physical facilities for education. These inadequate facilities may be compared with the squeaky wheel. Time spent on correction of these inadequacies appears to be depriving our children of the services which can best be provided by the Director of Education and the Secondary School Superintendent. It is regrettable that our educational program is suffering because the Director and Superintendent are confined to the Board offices and have to a major degree lost personal contact with the schools which they are supposed to serve.

The Prescott and Russell Board of Education have one Secondary School Superintendent. For the past three years he has been kept busy in the Board offices conducting surveys for new facilities, processing schools admissions, plotting residences of students on a map, and calculating school bus runs, etc. For this our superintendent is paid \$24,000 per year. Much of the work presently being done by our Superintendent is far below the capabilities ascribed to the position. Many of the jobs should be done by persons earning a fraction of his salary. We therefore have an example of a person not being employed at the level of competence for which he is being paid. This could reflect poor personnel policy on the part of the Board with respect to selection of its over-all administrative staff requirements.

It is now apparent that it is particularly important for small Boards to emphasize versatility and not specialization when selecting their administrative staff. Such careful selection of non-educational administrative staff would ensure that the educational staff would be available to learn the educational needs of the area which it serves and to develop sound educational programs to fulfil those needs. Educational staff are far too important to be used almost exclusively for office administration.

We are informed that small Boards are required to fill out the same number of questionnaires etc. for the Department of Education as large boards, despite the fact that they have much smaller staffs. Perhaps this is a fault of the present system that needs investigation. In Prescott and Russell it appears to be robbing us of time which could better be spent on improving our educational program.

Prescott and Russell have the dubious distinction of having the highest industrial incentives grants in Canada and the highest welfare role per capita in Ontario. We can see our present S T and T and Occupational courses feeding the welfare system because they are not geared to the requirements of this area. Investigation of the causes of this problem and imaginative changes to our present educational program are needed to correct this situation. This is a job worthy of a Superintendent.

This brief therefore defines three problem areas which need immediate attention because they are wasteful with respect to our human resources and our educational dollars. The order in which they are presented does not necessarily reflect their importance.

- (1) The office of the Director of Education needs to be reviewed with the objective of emphasizing the function of Chief Educational Officer of the Board.

We suggest that the function of our highly paid Superintendents be raised so that they are responsible to the Board for keeping it up to date on educational matters. The function of the Director should be altered so that he becomes the chief questioner of the Superintendents in order to draw out for the Board's consideration all the pros and cons before a Board decision is taken. This is a function now left with the trustees; a function that few trustees are equipped to handle.

- (2) The mis-use of educational personnel such as superintendents must be stopped.

Our suggested answer in no.1 will help. Perhaps guidance is needed by small Boards in selecting and training administrative staffs so that valuable Superintendent time is not wasted on tasks that a person of much lower qualifications should be able to handle. Bring in the efficiency experts!

- (3) The direction of our terminal educational programs such as S T and T and Occupational must be altered so that they are aimed at filling the needs in the local area, as well as developing work habits which will be useful anywhere. Failure to do this results in our money being wasted now, a great deal of money for these programs are expensive. If we do not properly prepare our youth to lead a productive life we are feeding a welfare system which in Prescott and Russell is rapidly getting out of control. Special steps need to be taken here because so many of these youths come from a welfare oriented background. We suggest more contact between all levels of the educational system and the potential employers of our youth. We refer to in depth contacts so that our educators can adapt their courses and methods of teaching to better prepare our students to a life in industry. Our present system prepares our youth for a life of goofing off. As a result they cannot adapt to an 8 hour a day routine. In this regard a semester system might be helpful. We recognize that Vocational Advisory Committees have been instituted in Ontario. This is a good beginning but much greater depth is required.

Implementation of the recommendations of this brief will save money and make possible a better educational system to serve Prescott Russell and Ontario.

2

BRIEF TO THE COMMITTEE ON THE COSTS OF EDUCATION

Submitted by: The Regional Association of Public School Supporters
(East Hawkesbury, Hawkesbury, West Hawkesbury,
L'Orignal, and Longueuil)

February 1972

We, the members of the Regional Association of Public School Supporters (East Hawkesbury, Hawkesbury, West Hawkesbury, L'Orignal, and Longueuil), believe that money truly spent on educational needs is well spent. The problem seems to be to decide what it is that really contributes to the educational advancement of our children, for costs should be pared only when it will not affect their constructive growth and development.

For the purposes of this brief we cannot go very deeply into educational philosophy except to state that the best education is not necessarily found in the largest, most beautiful, or most expensive buildings.

Many pressures can be exerted to convince Toronto that new school buildings are what such and such an area most needs. Yet the costs attendant upon building programs are such that they may negate the possibility of being able to afford much needed educational features. We believe that while there is little money available it should not be poured into expensive new buildings.

We have recently had the experience of having a new elementary public school built in and for Prescott County. At the time this school was being proposed (1969) our Association, being very concerned about many of its implications, presented some well researched briefs to the Board of Education. These briefs were ignored and the school went ahead.

The trustees concerned, as well as local ratepayers and parents, have learned from experience that our advice was sound and should have received serious attention. The Board of Education was able to profit from it to a certain extent when it planned its high school building program in 1970.

Therefore, when informed that a Committee on the Costs of Education had been formed, we decided that we should submit to it one of our original briefs along with this brief on what our experiences have taught us. It is too late for the information herein to help Prescott County but we hope that it may help others.

There was much local disappointment when the school referred to herein became a reality. However we are confident that those in Prescott County who read this brief will not allow their old feelings to be stirred up. We leave the past behind and look to the future where new tasks await us.



ITEM 1: A serious look must be taken at architect's costs. The fierce and sometimes unethical ways in which architects compete for these contracts show that they consider them "plums".

The Prescott County Public School Board chose their architect for political reasons. They had decided to build one school for the county and they did not want to locate it in a town. They chose the one architect who assured them that water and sewerage would be no problem.

This Board had never before built a school; their Supervising Principal, who worked with the architect in the planning, had likewise never before built a school. The design they have is an architect's dream but is very unsuitable to our climate and unsuitable for present educational demands. We have a school that is far from serving our needs yet was so expensive that there will be no further public school building for some time.

This new school is designed in such a way that there is a tremendous exterior area. The fire doors and other entrances must be kept free of snow, a very difficult task in the type of winter we frequently experience. The large, flat roof area has had as much as ten feet of snow on it, a very dangerous condition. Money was saved in construction by minimizing window space, a rather foolish economy in view of the fact that (a) The school was built in the country where there was no need to shut out traffic or industry noises, and (b) such construction economy is soon outweighed by the extra cost of light and electrical air circulation. The hydro costs in this school (includes heat) amount in two months to what was the total cost for a year of heat and light for half of the pupil population in the old schools. (In other words, for equal pupil population it now costs as much in four months as it used to in a year) One of the arguments advanced by the Board, when they were advocating one school in preference to two, was that there would be a saving in personnel costs. This has proven to be not so. In the matter of janitors, for example, the two old schools had used a total of $2\frac{1}{2}$ janitors; the new school employs five. A further point is the lack of storage space in this design. A two-storey building would not only be more economical but would have a basement, maybe even an attic, for storage space.

Architects insist that no standard designs could be formulated as every case is unique. How much of this argument is based on the stark realization that there would be tremendous loss of revenue if such occurred? We maintain that certain standard designs could be made available with architect consultants provided at a basic rate. School Boards could then have the option of choosing one of these "economy" designs, or hiring their own architect for unusual situations if they chose. A book of designs accompanied by descriptions of the educational value in each would be very helpful to a Board which may otherwise need to depend on "empire building" advisors. There must be some way to circumvent collusion between an architect who may be status-seeking and a Board employee who may be "empire-building".

Just as a home builder can look through a book of plans, calculate roughly which ones he can afford, and then receive a local estimate on the one he chooses, so should a Board be able to consult and make decisions about alternative suggestions that have nothing whatever to do with anyone's status.

ITEM 2: Boards must often depend for advice on people who have a stake in the Board's decision. These people can hardly be expected to present a wholly objective point of view. Political pressures are also often brought to bear on important decisions. It is our belief that much of this could be countered by openness with the people concerned, and genuine efforts to involve teachers and parents.

Teachers and other Board employees should at all times have the assurance that they can speak up openly and honestly on issues without fear of recrimination. Teachers who work with children and in the school environment are especially qualified to speak on matters which concern them, yet seldom do.

In the matter of the local issue of whether one school should replace two in Prescott County, the principals and teachers were, with few exceptions, opposed to the one-school concept. The Supervising Principal, who was strongly in favour of one school, was the only contact between these teachers and the Board.

It was very frustrating for many of them to learn that their advice was not reaching the trustees. Also in retrospect it can be seen that many of their points should have been given more serious consideration. Industry

allows employees to have grievance committees, yet teachers have no recourse in cases where they cannot enlist the sympathy of their supervisors.

There should be a mechanism set up whereby teachers and Boards can consult face-to-face, when the desire is expressed, without any intermediary or threat of recrimination. We believe that this will increase the possibilities that educational monies will go for educational purposes and also allow Boards to obtain more benefit from the accumulated experience of their teachers. The waste of money for language labs referred to in item 7 would likely not have occurred if the advice of the teachers concerned had reached the trustees.

ITEM 3:

Examination of our brief (enclosed) will show that money could have been saved had attention been paid to it. Sadly, our efforts to present it to the Board were extremely frustrating. We prepared slides with comic characters to explain such things as AUF's and did our best to show that we had some points that were worthy of their consideration. One trustee actually put his hands over his ears and kept his eyes on the floor during the entire presentation. We believe that very few, if any, of the trustees read the brief. Since part of the reason behind the Board's ignoring this brief was the fact that their decision had already been made prior to its presentation, we advocate that when important financial decisions are to be made the public concerned be given an opportunity to become involved.

If a decision is to lead to the spending of over 0.2% of an area's real value assessment then the people who will be affected by that decision should be given a certain length of time to make their opinions known to the Board. After a Board has taken its decision there should be notification given with the public allowed a week to appeal it. The appeal could take the form of a petition with 50 signatures which would call for a hearing with representatives of the Board, the Department of Education, and the Ontario Municipal Board.

Boards will then have an incentive to make sure their plans are well thought out and defensible. Such built-in controls will no doubt be viewed as a nuisance by Boards. We believe it would more likely serve as a deterrent to graft and could well save money for it would get the experts in the community working for the Board.

We feel that the amount of money this Board spent, before final approval for their elementary public school was obtained, was excessive. Such practise will tend to put pressure on the Department and OMB so that these monies will not be wasted. If a Board is required to defend its actions to the community and must show that it has done so successfully, there should be much less of this sort of pressure put on the Department when approval is solicited.

ITEM 4:

At the time when we were trying to get some attention focussed on our information (as per enclosed brief) that the proposed Prescott County Public School was too expensive for this area and, indeed, not even necessary because only one of our old schools needed replacement, an area superintendent was heard to say, "Ontario is a rich province. We don't need to have any 70 year old schools." If the Department has personnel talking like that, their task of trying to cut costs becomes farcical.

There is very little understanding on the part of trustees about building programs, how grants are calculated, or what the borrowing means to the municipalities. The municipalities are forced to have the money ready on time and the Boards of Education have not had to be genuinely accountable to the ratepayers.

The building of the Prescott County Public School has pushed Vankleek Hill to the limit of its indebtedness; it cannot afford a much needed sewer system or community centre.

We heard the Director of Education announce to the Board last year that Toronto had cut \$1,000,000 off its proposed Plantagenet High School. "But that's all right" he said, "what we still have is educationally sound, it just won't be a dream school." No questions or comments came from the trustees. No one asked, "Why were you trying to stick the taxpayers for an extra \$1,000,000 if there could be good education without it?"

All the trustees seem to see is grant. If Toronto is going to pay \$5 for every \$25 we pay, why not soak Toronto? Why not dip into the golden fund and have our share?

Toronto would not interfere regarding the Prescott County Public School although we were told privately that we had a good case and it was "too bad" no one could help us. We believe that if Toronto is going to pay $\frac{3}{4}$ of the cost of a building program then Toronto has every right to question, examine, and put its foot down. In the matter of local educational programs the local Boards should have great latitude; in the matter of expensive building the municipalities and Toronto should have more control.

ITEM 5:

Transportation charges are a significant percentage of the increased cost of education. A strong stand could be taken on this and would provide a great service as the formation of county boards allows trustees from non-urban areas to punish municipalities by denying them a school.

If over 70% of a certain school population must be bused it becomes a matter of serious concern whether the advantages offered by a larger school outweigh the advantages of being closer to home in a smaller school. A child should have to spend no more than 20 minutes on a bus. In sparsely settled areas some centralization is necessary. However, the new school that opened here in May of 1971 has not one child walking to it; it serves the entire county. Everything at this school closes up at 3:30 as some children have over an hour to travel on the bus. There is no parent organization and no community activity in this school.

"Equal educational opportunity" seems actually to have been translated by our trustees to mean that "if one child has to travel on the bus, then all must." A saner look would show that if no child has to spend more than 20 minutes on a bus then some after-school activity can be planned, as parents are willing to make a drive of that duration to fetch children. Also it can be a centre of community activities, a method by which taxpayers with no children can get some return for their money.

A large school can offer certain educational advantages but it needs to be viewed from a practical viewpoint in sparsely settled areas. Our brief shows that there was no saving of money because one school was built instead of two.

In our area two schools of 350-400 pupils which included storage area for art supplies, music supplies, gym supplies, etc., would have allowed for easy expansion. Such a plan would have allowed specialists to travel to present specialized course assistance. Teachers can get together on curriculum planning as much as they do now and about the only thing that could not be offered is a double gymnasium (a school must show 650 pupil places other than kindergarten for this). Our double gymnasium is never divided and the full-size basketball court is seldom used and unnecessary. Had a smaller size school been built to replace the one school that needed replacement, the Board could have tried out the open-concept method on a smaller scale. As it is, all the teachers have been forced into the open-concept situation and are doing the best they can behind six-foot high dividers.

We deplore the philosophy that has led to abandonment of schools of this said smaller size; the waste of money is unnecessary and there is no evidence of educational gain. Smaller schools in population centres would provide such a saving on transportation that educational features such as Home Economics and Industrial Arts courses could be considered, and we could afford more teachers.

We recommend a strong stand on this matter. The Department could refuse to pay grant on transportation costs for over 70% of a school population, except for schools already built.

ITEM 6:

There should be a moratorium on school building where there is no possibility of joining into municipal sewage outlets.

Our Board spent \$40,000 on the sewage installation at the Prescott County Public School and have had nothing but trouble with it. It was expertly designed and approved by the best men in the Department of Health, and the best materials were used in the field bed construction. But, due to the impervious nature of the clay soil in the area, they have actually accomplished the equivalent of putting the field bed in a concrete swimming pool. One side is more porous than the others so effluent runs continually out of that side and collects in a large pond. So far this effluent has been bacteria-free. But serious winter conditions and age will cause massive repair bills, something we predict will happen with great frequency during the life of this school.

There is by no means perfection in the construction of these very large sewage disposal beds and one is constantly hearing of schools which

are unable to use their showers, etc.

We strongly recommend that every effort be made to locate schools where municipal services are available, or to limit their size where there are not.

ITEM 7:

A practical definition of "equal educational opportunity" must be made. It has become a cliché that allows for such installations a \$7,000 language labs in all our high schools which cannot be used because they require a technician-in-residence. Our Director of Education can boast that all the high schools in his area have language labs, but our children are not benefitting. "Equal educational opportunity" was also translated by our public school trustees to mean that their new public school should be located in the country so that every child would be bused to it, therefore allowing no one group to have any advantage over another. Great sums of money are going to "equalize" educational opportunity. We don't need clichés; we need sanity.

ITEM 8:

More of an effort should be made to see that trustees keep up with the times.

The Ontario Trustees' Council sends literature and holds conferences, but many trustees take no advantage of them. Of the Public School trustees elected here at the time of the formation of the county Board of Education, not one had attended the full introductory course offered by the Trustees' Council and only one had attended it part-time, he for one day.

Our recommendation is that no trustee be allowed to accept a consecutive term of office unless he/she can show that he/she has attended at least one course offered for the education of trustees during his/her term of office. There is a job of increasing importance; they must deal with clever experts; and they should be developing an educational philosophy. In the less sophisticated areas of our province there are many trustees with no idea that they should either do a better job or retire to make room for someone who can. They feel they are adequately fulfilling their duties if they attend 2 meetings a month plus one or two committee meetings, even if they have contributed nothing to those meetings other than a final vote.

Trustees are well paid for their time; their travel expenses are paid. Strong efforts should be made to bring them to the realization that there is more to being a trustee than attending meetings.

We believe that exhortations will have no effect. Only if regulations are set out will there be any efforts made by some trustees to upgrade themselves. They should also be made aware that membership in a political party, political debts, or ownership of a business that depends on the friendship of the whole community for survival, are great handicaps to the effective performance of a trustee.

Stress on upgrading is particularly necessary in areas like ours where voters tend to vote for the life-long resident who is their neighbour and friend, regardless of his talents or lack of them for a particular job.

It is the trustees who must see that money is spent for truly educational purposes, and not to satisfy any status-seeking. Only "on-the-ball" trustees have any likelihood of understanding the Director's "officialese". Arrangements could be made with the Trustees' Council to have up-grading courses available so that a trustee could take at least one per two-year term. Perhaps after a minimum number some recognition could be given (trustees grade 2?).

ITEM 9:

We in the Regional Association of Public School Supporters believe that the best way to spend educational money is to spend it on fine teachers; that the best way to attract these teachers is to lower the pupil-teacher ratio.

We believe that studies should be undertaken on how to provide many pupil-teacher contacts in a stimulating atmosphere. To draw hundreds of pupils together ostensibly to provide specialized teaching is self-defeating if the classes are too big, or the atmosphere tense and strained. In our new school teachers have to teach three-to-a-pod with six-foot high dividers between them and as many as 39 pupils per class.

Take the emphasis off large buildings, "school communities", and "specialized teaching". None of these is economical and they all reduce the one thing that can produce good results: personal contact. We train our teachers well and then put them into large organizational situations where

such things as time-tables, become of prime importance. Organizational requirements, over-loaded classrooms, and the need to satisfy a bureaucracy with a status-seeking head can turn our teachers into mere instructors.

Our students don't need bus rides to school, carpets on the floor, the best library in the province, nearly so much as they need to be treated with rights and dignity; they need stimulation and compassion. Lower the pupil-teacher ratio and give our children a chance. And cut the busing, the building, and spiraling administrative costs!

IN CONCLUSION THEN WE WISH TO POINT OUT THAT OUR EXPERIENCE LEADS US TO BELIEVE THAT:

- (a) ways must be found to cut architectural costs
- (b) Mechanism must be set up to allow Board-teacher consultations without interference or recrimination from principal or superintendent.
- (c) Where spending on a project will be in excess of 0.2% of the real value assessment in an area under jurisdiction of a Board of Education the Board must show that it has given the ratepayers concerned ample opportunity to make their opinions known and request an official hearing if they so desire.
- (d) Boards should be made more responsible to the ratepayers. As long as capital borrowing affects the borrowing power of the municipalities the municipalities should be given some form of control.
- (e) Boards must understand that if they propose the location of a new school such that a high proportion of the students will have to be bused to it, the government will pay grants for the transportation of no more than 70% of the student enrolment.
- (f) New school construction in areas where there is no possibility of connecting to municipal sewer systems should be discouraged. If allowed, the school size should be limited to 400 pupils.
- (g) "Equal educational opportunity" should be defined clearly. It should not be an excuse for wild spending.
- (h) The Department of Education should insist on trustees taking information courses. Only an up-to-date trustee can expect to make the best decisions to keep a balance between taxes and good education.
- (i) Money spent to lower the pupil-teacher ratio should be given priority with Boards being encouraged to pare such items as administration costs, transportation, etc. before teacher cuts.
- (j) Until more money is available the Department of Education should concentrate on helping teachers and educators use what they have to the best advantage with minimum new building. A perfectly good school building stands empty in the middle of Hawkesbury while teachers try to cope with over-size classrooms five miles away. Had the 350-400 pupil school that we advocated been built in Vankleek Hill to replace the only school that had to be replaced this situation would not exist today. More money would be available for educational needs. Toronto has a right to exert control when school building is proposed.
- (k) Boards of Education are not going to really ride herd over their spending until they become fully responsible to the ratepayers through the device of collecting their own taxes. At present they hide behind the skirts of the municipalities which must bear the brunt of the criticisms. We recommend that legislation be considered immediately to begin the phasing out of the municipalities' obligations to collect school board monies. The present state of affairs does nothing to develop maturity in our county Boards of Education.

BRIEF ON A PILOT PROJECT DONE WITH OCCUPATIONAL STUDENTS IN THE
VANKLEEK HILL COLLEGIATE INSTITUTE -- November 1969 - April 1970

Mr. John Mitchell of Glen Robertson, Glengarry County, with a B.Sc. from McGill and two years of medicine from Queen's, applied in June of 1969 to teach with the Prescott-Russell Board of Education. He was especially interested in teaching Biology in Vankleek Hill. Mr. Robert Collins, the principal of the Vankleek Hill Collegiate Institute, interviewed Mr. Mitchell. He informed him that there were no openings in Biology, but there were other openings, one being for an occupational class. Mr. Mitchell was immediately interested and agreed to teach all subjects but French and shop to the occupational students.

However, Mr. Mitchell was completely unprepared for the situation which confronted him in September. Here I will quote from a report written by Mr. Rene Belanger, assistant to the Principal in the VKH Collegiate:

In March of 1969 it was decided that the Science, Technology, and Trades program could not be offered in Vankleek Hill. The students already enrolled in the program were moved to Hawkesbury at the beginning of the academic year 1969-70 thus making available the two technical shops previously in operation.

The Board decided to make use of these shops by sending in most of the occupational students from St. Isadore, Fournier, St. Eugene, Ste. Anne, and L'Orignal.

September 3. 50 occupational students of very different backgrounds and abilities entered the secondary school system. Of these 50, at least 20 had been identified as uneducable. Some students had some basic knowledge of arithmetic and languages, others barely knew how to read and write. Most had had a very unrewarding experience in primary school, where, because of large classes they could not get the individual help they badly needed; most had learned to think of themselves as born losers; they had failed two or three times; the teacher had given up on them; they had become the outcasts; they had been sent to high school because of age.

The dominant feeling of this class was one of depression; they were disillusioned, with a very depressed morale. One of them said to Mr. Mitchell, "Sir, you'll let us down just like all the others have."

Mr. Mitchell tried at the beginning to teach in the conventional manner. All the other teachers were very co-operative and interested and gave what advice they could. But the teaching was very frustrating. It was difficult to focus the students' attention on academic subjects. To gain their interest and trust, to try to find meaningful things for them to do, Mr. Mitchell often took them to his farm where they could feed and care for the animals, pitch hay, etc. He involved them in a project of building a small shed against the side of the school.

Aware that most of the students were not advancing, would likely achieve next to nothing under the conventional program set up, and would find no jobs after they left school, Mr. Mitchell constantly sought after ways and means to provide more adequate assistance. His concern was communicated to the principal and others of the staff who were sympathetic and also concerned.

Mr. Collins: "Through observation and consultation from both within and without the school in question, it became apparent that the school was not providing adequately for the needs of the young person commonly recognized as disadvantaged."

Mr. Mitchell spent his evenings for about a month visiting local industrialists to arrange for all his students to work for four weeks on a special work permit. This provided opportunities for the students to assess labour possibilities, and provided a breathing space for the school to work out educational alternatives.

Some students had, by this time, become enrolled either partly or full-time in a four-year program; others were provided with a program where academic work took 50% of their time. Some however were in their sixteens and seventeens and had gone completely sour on the educational system.

In order to attempt a solution a meeting was organized at the school to which were invited representatives of local business and industry, education, social and government agencies, correctional institutions and service clubs.

Collins:

As a result of this meeting, it became readily apparent that a growing number of young people were being added to the unemployment and welfare figures in the area -- figures already relatively high. Contributing influences identified by the group were: a history of a family welfare cycle; a lack of educational programs oriented realistically to employment placement; widespread impoverished material and cultural backgrounds. These young people appeared destined to an unproductive life at the expense of the local community and society at large.

For years, this socially and materially depressed area has suffered from chronic unemployment, welfare cycles often spanning several generations, a conditioned general disposition to low productive capacities and a relatively high drop-out factor... its people are basically upper lower class with a small middle class segment. Generally speaking its schools have subscribed to a middle class value system transcending the immediate locale and this along with language problems of the past has contributed to the drop-out rate operative in the school system.

It was generally agreed that the school could not on its own solve the problems of the disadvantaged and potential "hard-core". At the same time the school recognized the necessity of being involved in attempts to find a solution. The interested community members who attended the meetings at the school were able to study literature on various programs (mostly American) which the Department of Labour made available to them. Among those studied were:

1. Jobs in the Business Sector "J.O.B.S."
Chrysler Institute, Detroit, Michigan
2. Consortiums - Detroit, Michigan
3. Lockheed Company - Georgia, California, Texas
4. The Auto Industry
5. Union-sponsored programs
6. Caterpillar Company - Peoria, Illinois

From the study of these programs as well as a study of the local needs, the framework of the pilot project was evolved. Its objectives were stated as:

1. To provide for the disadvantaged individual's educational problems.
2. To provide for the disadvantaged individual's adjustment problems.
3. To place the disadvantaged individual in a sheltered industrial environment in order to prepare him to take his gainful place in an open industrial society.

The "on-the-job" training phase was to be carried out in the plants of participating industry. During this period the individual trainee would be paid at the minimum wage rate of the participating industry. Minimum wage, as set by the government at that time, was \$1.30 per hour.

In order to continue in this job training it was made mandatory for the trainee to attend up-grading classes to be conducted in plant facilities for two hours four nights each week, to a total of 100 hours. Despite varying levels of readiness, it was hoped that, with a concentration on mathematical skills and language arts on an individual basis, it would be possible to raise the trainees' levels in most cases to a grade ten equivalent thus qualifying them for admission to apprentice programs.

Collins:

Adjustment problems would be the primary concern of the "designated individual" in the on-the-job situation. The selection of this individual would be carefully reviewed and support assistance provided by the educational staff. In all cases, after placement of a trainee, close consultation and liaison would be maintained.

Mr. John Mitchell was chosen to be the "designated individual".

For purposes of implementation, two committees were formed. These were:

- a) the Referral Committee
- b) the Industrial Committee

The Referral Committee was composed solely of representatives from education, social and governmental agencies, and churches. Placement in the project of a trainee was to be made by this committee.

The Industrial Committee was comprised solely of members of participating industries. Its function was to maintain close liaison and effective consultation with regard to the on-the-job phase of the project.

The Provincial Department of Labour had been involved since early in the developmental stage of the project and at this point the project was officially approved for funding purposes as a Pilot Project. Two thousand dollars was made available with the Hawkesbury Chamber of Commerce agreeing to act as fund manager. The federal Department of Manpower and Immigration signed an agreement with the provincial government in committing support to the Pilot Project. It was approved under section 5(3) of the Occupational Training for Adults Act dealing with the purchase of training facilities from private institutions. This support was contingent upon assurance that a job would be available to the trainee successfully completing the program, and the limitation to the project of 15 trainees.

Since the participants would be coming from various areas and would be working in different plants, it was deemed necessary to have transportation. The Hawkesbury Rotary Club provided a vehicle, which by dint of great effort held together for three months.

Ten boys ultimately participated in the project. These were the ten "worst" lads in the occupational course. They all had serious problems of one sort or another. Their learning rate in in-school situations was about zero; as far as IQ classification was possible, they were rated around 50. They had, however, shown a positive attitude towards work during the 4-week period when they had been out on work permits. They were all interested in getting a job and getting out and away from the school environment.

Transportation turned out to be a vital necessity, for the problems encountered in the on-the-job phase included the lack of self discipline and ability to adjust to routine that had been part of the failure syndrome for these lads all their lives. In other words there were some who, at the beginning, were not even out of bed in the mornings when they were slated to be meeting the "bus". Mr. Mitchell would go in, get them out of bed, prod them into hurrying, see that they took along something for their lunch, and get them outside. It did not take long before these lads were ready when the truck arrived, partly because they had to take some ribbing from the others who had to wait.

A building was donated by a local industrialist where the boys met four nights a week. They had the opportunity to discuss the problems that had arisen during the day, and many were the times at the beginning when one or another of the lads was definitely not going to go back the next day; the problems were too many and too frustrating. While Mr. Mitchell thrashed out the boys' "stumbling blocks" with those who needed this sort of assistance, Mr. Zoltan Somogyi took the others into another room and worked on their mathematics. Three students were at a very basic level of two-digit computation where, for example, if asked to multiply 9×7 they would write out 9-sevens one under the other and add them. In two months they reached a level where they could multiply three digit numbers; a pleasing progress.

Somogyi:

With the other students... what they actually needed was just more practice. They could do basic operations with fractions and so I expanded this to the point where they can now do addition, multiplication, division, & subtraction of proper and improper fractions... they can use the micrometer and the Vernier caliper, they can also work with percentages i.e. how to change percentages to a decimal and decimals to percentages and how to do banking, making out cheques, time cards and a variety of other mathematical things which they can find useful in their work. Ex. some companies, because of the nature of their work, use special drills and sizes and therefore anybody who is working with these types of drills must know the fractional and decimal representation of the size of each drill.

As each day began with a review of the previous day's work, they had the confidence to tackle something new and were building longer retention periods. The individual approach accomplished a great deal in a short time.

At the completion of the project Mr. Robert Collins published a report dated March 25, 1970, in which he observed the following:

1. The on-the-job training phase of the program has been an unqualified success. Retention rates have been high and the quality of work and the capacity for production increased significantly in all cases.
2. Motivation of the individual for educational up-grading was significantly raised by the job-contingency situation.
3. Industrial counsellors although generally successful in solving problems stress the necessity of a professional support staff of doctors, psychologists, psychiatrists, and psychometrists. This is further evidenced by the fact that in the Pilot Project a number of trainees had been referred by the Department of Correctional Institutions (Training School Branch).
4. Educational up-grading must be significantly related to the actual job experience of the trainees. Curriculum should be initially restricted to computational skills and language arts, and instruction must be completely individualized.
5. Economic conditions and employment availability are very significant factors in the feasibility of a broad projection of the Pilot Project. In order to accomplish this, substantial government subsidy would be necessary.
6. As a result of and experience with the Pilot Project, it has become most apparent that the social, educational, agricultural, and industrial segments of society are inadequate in working alone for a solution to the problem of the disadvantaged. However, in the co-operative measures involved in the Pilot Project it appears that we have had considerable success in seeking a solution to the problem.

He closed with some recommendations for the school and for government based on his findings:

For the School

- a) A further study be made of the possible utilization of industrial resources for skill training of employment-oriented secondary school pupils as opposed to attempted costly duplication within the schools.
- b) Potential "hard-core" individuals must be identified much earlier in their elementary school years and a continuous school program cutting across grade levels 7, 8 and 9 must be developed.
- c) These courses must be planned and developed by committees made up of educators as well as industrial and community representatives.
- d) The transition stage (from school to industry) be provided for by such a projection as the Pilot Project. In other words, such a course be culminated with an on-the-job training period resulting in eventual permanent employment.
- e) A solution be found to the question of legal school leaving age for participation in such a program.

For Government

Subsidy for job creation is mandatory. While many industries can be depended upon for co-operation through a sense of social and community conscience, present conditions make it unrealistic to expect a possible broad projection at the expense of private enterprise. Welfare cycles would disintegrate in time resulting in untold savings to government.

As I write this it is March of 1972. Two years have passed since the completion of this unique project. It appears that unusual steps may have to be taken in our area to lower the welfare statistics. Does this project have something to teach us? Was the immediate success of the project a lasting one? I decided to attempt a comprehensive, up to date evaluation through interviewing as many as possible of the employers who had been and still were involved with the students in the project.

I discovered that, of the original ten, one had had to go home to Cop-percliff to help his widowed mother who had suffered a heart attack and had three young children to look after. Another was in the Cornwall area working, as far as we could determine; but his exact whereabouts was unknown. Another had just recently been laid off due to erratic behaviour that is traceable to epileptic problems. The others are all working, are considered to be good employees, and in some cases even valuable employees.

The employers or supervisors interviewed were:

Mr. Marcel Menard, Personnel Manager, Patchogue Plymouth

Mrs. Gezendeinner, co-manager, Montebello Metal

Mr. Louis Emmett, Manager, Astro-Colourmatic Industries

Mr. C. Walker, formerly supervisor at Abex industries

Mr. Leinwebber, custodian VKH Collegiate, who operates a foster home for probationers from the Alfred Training School and has a very high rating with them.

These people worked with a total of 8 of the lads in the Pilot Project. I believe it is useful to record what I learned about the boys. To avoid any embarrassment I will refer to them by the letters A to H.

Lad A: His intelligence quotient is quite low; he couldn't fill out an application form; he didn't know what to do with his paycheque. However, he had no personality problems and accepted orders well. He was put in a place where he had only one job to do; he was shown exactly how to do it and was expected to do it all the time exactly as shown. He was always closely supervised and there was no trouble. He decided one day he wanted to join his brother who was working in a garage in Ottawa and making more money than he was; so he went to his employer and said he was leaving, immediately. Understanding that it would be difficult to explain to him the protocol of giving notice, the employer let him go. About 10 days later he was back in the area at loose ends. Mr. Mitchell approached the employer again to let him know that A was out of work and to see whether they had found him valuable enough to consider re-hiring him. The employer said that, yes, he was a good worker and they would be willing to take him back. This time a different job was found for him, one that also was within his capabilities and with a patient supervisor willing to take the lad under his wing. This was six months ago and things seem to be working well; the lad seems happy and content and is doing good work.

Lad B: A very introverted boy who rarely spoke to anyone, he was found to be not by any means stupid. He approached his job with a careful attitude, slowly learning one step at a time. What he learned he retained and now is a well-trained, experienced employee, dependable and one of the best. Now that he owns his own car he willingly puts in overtime and were anything to cause him to leave he would be greatly missed. The only reason he can not be made a supervisor is that, due to his introversion, he lacks the confidence and ability to communicate, necessary in a supervisor.

Lad C: He was a good worker who did not hesitate to ask questions. He learned very quickly, only having to be shown something once. He developed into a valuable employee but, when a position opened in a local industry where he had friends and where the pay was higher, he left. After a few months he was among a group laid off at his new job so he re-applied with his first employer who did not hesitate to take him back. However, a few months later, a position was again available at the second industry and the lure of friends and more money drew him there again. Again the job did not last but this time the first employer would not rehire him. This lad is presently drawing unemployment insurance and waiting for a re-opening at the second industry where he apparently is welcome but only, at the moment at least, on an intermittent basis.

Lad D: This lad has a low IQ and cannot read or write; he could hardly even talk! He also was seriously lacking in self-discipline; he would walk off the job at any hour just because he felt like it. A job was created for him, a maintenance job where he could hand tools to a worker, sweep floors, cut grass, etc. He was a "tough character", very rough mannered. John Mitchell prepared the employer for him and both the employer and the lad's supervisor realized that much time and patience would be required to help him adjust to work routine. The \$1.30 per hour was much below this industry's minimum wage

but a special case was allowed as it could be readily seen that if the boy did not succeed with them a problem would arise in trying to place him elsewhere for less than he had been previously getting.

The employer is very proud of the success with D. There were many moments of doubt in the early weeks; he was quite a trial for about six months. After that things went very smoothly and he was soon raised to the industry's basic wage, about 60¢ more per hour. He has since received a second raise and is making good money for someone of his ability. Although the job was created for him on the premise that industry "is going to pay anyway in one way or another for these fellows", the other employees have now come to expect the service he supplies. His supervisor, when asked if he was a burden said, "No, I need him."

A problem arose a few months ago due to some teasing the lad was subjected to from other employees who, apparently under the influence of drink, joshed him about the menial nature of his chores. D was all set to leave but his employer managed to persuade him not to. D's supervisor surmounted the problem by drawing up a list of duties and times so that D knows that at 8:30 he does such-and-such; at 9:25 he does such-and-such, etc. This seems to have given D new pride in his duties and there has been no further trouble.

The employer feels that D should lead a normal life now, perhaps marry and raise a family. Due to the fact that he was rescued from a sure life on welfare a potential of 5 or 6 people may also have been raised to a higher level: the family that D might be expected to have to support whether or not he had achieved gainful employment. The employer in this case feels that the problematical first six months were definitely worth the effort in terms of the fact that one can feel a life has been salvaged.

Lad E: This boy had definite personality problems. He had been tried out at least one other place before he came to this employer. At first he was very closely supervised but in a subtle, undemanding, and unresented way. This employer used the approach of showing E what had to be done and then asking E's ideas on how it could best be accomplished. This lad had a real aversion to authority and reacted very adversely to being bossed.

With the type of soft approach that could be employed in his supervision, this lad learned very quickly and soon was completely trusted and depended upon. However, he was in a situation where there was no money to pay him for his work and, although his supervisor gave him a little spending money when he could, a resentment soon built up about the fact that he was working hard and getting no pay.

After the program was over, the lad again appeared and offered to help. Unfortunately he stole some items and was caught by the police. He appeared in court where his supervisor in the Pilot Project was able to say that he felt E was not "bad" but rather in need of a job and a way to earn some money. He had been an excellent worker, readily doing any chore asked of him no matter how onerous or how dirty.

E was put on probation and the supervisor has lost track of him. But he received a Christmas card postmarked Cornwall in which the lad said that he was doing well and was very sorry that he had done what he did and embarrassed the man who had befriended him and trusted him.

Lad F: This boy was a rehabilitation case from Alfred Training School. A very nervous, jumpy lad, he was inclined to grab a pair of scissors and leap if someone startled him from behind. He couldn't count to more than 10, could hardly read, when filling out an application form he tried to cram his whole name into one of the blocks provided for one letter of it. His supervisor discovered that if he chewed F out he was likely to damage something in retaliation, so a device was worked out with F's foreman whereby the supervisor would chew out the foreman, in F's hearing, for something F had done. Since F had developed an affection for the foreman, this device worked well and the misdemeanor was never repeated.

This foreman was the key to F. He was a man who had had much trouble in his life and could identify with F, and to whom F took immediately. Without the good fortune of having someone like this interested in and willing to work with F, it is doubtful that things could have gone so well.

He stayed with this employer 7 or 8 months and then was sent to help his mother after his step-father died. He had a low IQ but a large resource of "native cunning". He would have fits of temper, during one of which he kicked down a door. He had a sadistic philosophy but slowly began to trust the people he worked with. The women brought him sandwiches and he put on 30 pounds while with this employer. He learned about "excuse me"; he tried hard to please; his tantrums became fewer, although he did not in this period mature to the place where he could accept criticism.

He needed constant supervision as he would tend to leave his job and wander over to watch someone else where he would invariably announce "I can do that!"

His supervisor expressed concern over what would happen in an environment where there was not this constant supervision and wonders what is happening in Coppercliff. It is certain that F was much more prepared to assist at home after his experience with this industry.

Lad G: G's supervisor can hardly believe that his IQ is rated as only 52. This boy was a "mechanical genius" with his hands! He had had polio as a youngster and limped, but was always cheerful and smiling. He was well liked and got along well with his fellow workers. He would not work in school but on this job only had to be shown something once. He was a valuable worker and would likely still be there to-day except that some accident to his father made it imperative that he go home to the farm and help. He has since taken work with the County on the roads and is believed to be steadily employed. There was never any problem with him; he fitted in well and worked well.

Lad H: H was the third of these boys to come to the same place of employment; all arrived at different times. By the time H arrived other workers were beginning to feel uneasy, wondering if these boys, whose wages were known to be low, were going to displace them. This feeling did not persist for long, but it meant some tension for a few days.

H was a very defensive person with a hard look in his eyes that frightened the other employees. He had run away from home due to trouble with his father, and was about one step away from reform school. Gradually, as the women in the department "mothered" him, and as he caught on to the job, his cornered attitude petered out, he fitted in and was completely accepted. He did a good job no matter what was given him to do, no matter how menial or dirty it was. He stayed until a short time ago when this employer let him go in a severe cut-back caused by the deteriorating economy in the country.

He was hired briefly in another industry but let go due to erratic behavior for which he always apologized but which he did not seem to be able to stop. His second employer surmised that it might have been triggered by the change in job pattern; it seems important to teach these people a certain process and let them stick with it. Change can be very confusing. Mr. Mitchell, however, recalls that this lad had a medical problem, likely epilepsy, and that this may have had something to do with his unsatisfactory behavior at the second place of employment.

John Mitchell, as the "designated individual" for the on-the-job phase was considered, by the employers I interviewed, to have contributed immeasurably to the success of these boys. "There should be more people like Mr. Mitchell," said one employer, "who recognize that learning is not a standard procedure. It is necessary to find out what motivates each student. Without assistance some children will never get to see into the future, to see what getting an education could provide for them."

Another employer said to me, "The students had a great deal of respect for Mr. Mitchell. He got along amazingly well with them. He seems to have just the right balance between authority and friendliness."

Mr. Mitchell says of his success, "I lived, dressed and talked the way they did. These were my guerilla tactics."

There is no doubt that none of the boys concerned would now be employed in such valuable productive ways had they not been brought there and helped with such simple processes as the filling out of application forms. The frustrations that the lads encountered in the job environment were talked over at night with Mr. Mitchell, a device that must have contributed much to their "staying power". This is a difficult thing to assess, but one employer told me that he estimates that of every ten newly graduated high school students that his industry employs, 4 or 5 leave within the first two or three weeks because they cannot take the routine. "They don't like being tied down," he said. "They don't like not being able to leave any time they like to go to the bathroom, and then stay there as long as they like. They don't like being told they must do something a certain way and only that way; or being reminded about certain safety precautions, or that their fingernails and hair must be kept clean so that no dirt gets into the product they are working with." With a success rate such as this with graduates of the

local S T & T courses, it appears that the success rate of these problematical students was phenomenal.

Another employer told me that he had hired 17 high school students for the summer last year. "They were all good workers but they needed constant supervision. They were liable to be off watching someone else, or gathered in a group talking if I wasn't there," he said. This same employer requires his workers to fill out reports and has received reports from young people that were actually indecipherable. He would like to see high school graduates come to him with more self discipline, more knowledge of basic skills, and better handwriting. I found these observations most interesting. Obviously the occupational students are not the only ones carrying handicaps into the labour marketplace. Are our schools failing those of our young people who are in courses which could rightly be expected to lead to employment?

I asked the persons I interviewed to give me their criticisms of the Pilot Project. They are listed below:

- a) One industry, the one which had created the maintenance job for D, would be unable to take many lads of this calibre. This industry would also not be able to, as a general rule, take students on a short-term training basis as their plant contains specialized equipment that makes it necessary to have employees sign an agreement to keep everything confidential. The employer in this case mentioned too, that with a long waiting list of people who need jobs, he might find it hard to justify the hiring of a young lad when there are family men with good qualifications whose needs are greater.
- b) These lads need more attention, affection, understanding and assistance than you would expect to have to give. It takes patience and willingness on the part of supervisors during the adjustment period. If you cannot find special people to work with these lads then failure is likely to result.
- c) One employer took two of these lads during a period when his industry was just getting established. He had virtually no experienced help and had to take trainees in a few at a time and plan to spend a great deal of time with individuals. Under these circumstances, having two members of the Pilot Project was not much different from having any other new trainees. Now, with a large staff and little time to spend with any individual, he would be reluctant to take anyone who needed unusual attention, notably any individual with personality problems.
- d) Some of these lads can be expected to cause a certain amount of damage or expense in the first few weeks at a new job. One lad, required to use a liquid which cost \$48 a gallon, was expected to use it at the normal rate of 1 gallon in two weeks. He used 11 gallons in a month. If the trainee is to be paid by the employer at the minimum rate of \$1.65 per hour during this period, the employer might well balk knowing that it could be an expensive proposition.

These, as one can readily discern, are criticisms that would apply to a repeat of the Pilot Project, rather than to the project itself. The employers had nothing but praise for the concept, and for Mr. Mitchell and the others who organized it.

A few recommendations were made by employers. They are:

- a) There should be more opportunity for the poor student who cannot make the grade. In Europe there are special schools where a student who has twice failed a grade can go.
- b) There is a need to create an industry for those not able to cope with the normal environment; the workers can thus achieve satisfaction, and society in buying what they produce, gains an understanding.
- c) Students need more training in Observation and learning how to pay attention. Should students be allowed complete freedom of choice in what subjects they will take only to find in the business world that someone else makes the decisions for them and they must do as they are told?
- d) There is too little emphasis placed on learning basic skills in the technical courses. "If you teach a child how to operate a pocket calculator, you teach a process not a skill. Teach them the functions, then when we provide the machinery they will understand what the machinery is doing."

- e) Sophisticated machinery does not belong in the classrooms. "I found that when I hired a technical graduate, he didn't even know how to sharpen a drill; at school he was provided with a drill sharpener." This employer spoke to a teacher who is on the Vocational Advisory Committee and is helping to draw up the list of equipment for the new Plantagenet High School. The teacher said that definitely he is ordering a drill sharpener for the new school; he hasn't time to teach students how to sharpen drills.

The schools are not fair to industry when they allow the students to expect more than they will get out in the working world. The schools are likewise not being fair to the students when they do not teach the basic skills which the students are sure to need and use and which can also lead to the development of fulfilling and creative hobbies which will never be started if a student feels that he needs all sorts of expensive equipment for them.

- f) This employer estimated that 40% of the occupational students are going to end their high school days no further ahead than when they entered. They can't absorb anything when they are constantly moved around from class to class. The answer may not be to put them out in an industrial setting where too much is expected of them, but rather to give them meaningful tasks in the school environment. Let them make something for the school, something that will endure, something they can point to with pride: a landscaping feature perhaps, a brick wall, a fish pond. Let it be a project that will involve most of the year and to which mathematics and other skills can be related.
- g) Although we are hearing that jobs are scarce, I discovered in the course of helping to plan a Local Initiatives Program project for the Regional Association of Public School Supporters, that a new industry is opening up in West Hawkesbury that would have been delighted to take a group of disadvantaged young people as trainees and prospective permanent employees. The proposal at the time was to provide a one or two-month total salary subsidy until the trainee was evaluated as fully employable or not, as well as the assistance of John Mitchell during the adjustment period. The Board of Education might find this prospect well worth aggressive pursuit.
- h) In Europe, technical courses involve deep co-operation between schools and industry. Industry puts in the machines and the instructors. Graduates, then, are prepared to enter local industry. This could be done in Canada with some subsidization of the industries involved. Since a student in a technical course is a very expensive one for the government and local taxpayers, this possibility is worth exploration.
- i) One industrialist expressed willingness to participate in a program where a segment of his automated line could be replaced by supervisors and youths. Students could work on a half-day basis. A class could be divided into two groups with one group working in industry, earning wages, in the A.M. and taking classes in the P.M.; the other group doing turn about. In the summer time, steady summer work could be provided on this line for students who wish to work. "But we would need to have help," he said, "we cannot be expected to do alone what the school is failing at."
- j) A local industrialist has been in a program where he was flown to Florida regularly at great expense, to teach disadvantaged people (Negroes, Cubans, etc.) the techniques of his business. Yet here, in spite of the great need to provide assistance to unemployables, there has been no request for this type of service.

Certain conclusions can be drawn:

1. There can be no doubt about the success of this Pilot Project. Looking at it from a distance of two years, it is quite apparent that ten lives were salvaged, an effect that will carry over into the lives of future families.
2. Many people became involved and deserve recognition. But the person who agitated for a better deal for his students and who stuck with them through three difficult adjustment months to get them going, deserves special commendation. Whatever attributes he has, much can be learned from him.
3. Since special effort is required on the part of employers for the training period of such disadvantaged students, there should be a period of total or near-total subsidization for the employer. After all, if these students were in school they would be totally subsidized!

4. Mr. Collins recommendations of March 1970 (page 4 of this brief) are very valid and should be seriously considered.
5. Students in an industry-aimed course should be trained in a setting more closely paralleling that of an actual plant, rather than learning to "goof-off" in the "playhouse" environment.
6. Mr. Mitchell has said that he understands the Department of Labour can help in saving 3 or 4 years in the lives of disadvantaged youth. The legislation exists to take a 14 year old that needs specialized attention; concentrate on up-grading him, and thereby prepare him for specific trade training programs. i.e. automotive, electronic, etc.
7. Our youngsters are conditioned to want jobs and the possessions attainable with money earned. Pavlov has proven that when a creature has been conditioned to expect a reward for certain behavior, then to cut off the reward produces abnormal behavior. Vandalism, drug addiction, and other retrogressive societal manifestations can be expected as a direct result of lack of gainful occupations. Every effort must be put forward and consolidated to open job opportunities and make sure our young people have positive attitudes and educational attributes.
8. Occupational students are often in that position due to an inability to adapt to a traditional educational approach. It may be essential to establish an environment for these students that is as much divorced as possible from the usual routine and authoritative-repressive association. It is unlikely that this can be done in the school building where life is geared to the normal child. An unwritten law might be expressed thusly: "The ones who want the advantages of work the most, like school the least." They resent school because they look upon it as totally irrelevant and keeping them away from labour and its remuneration. To try to force a traditional method on these children is self-defeating!
9. From the experience of "H" it appears that the "mothering" qualities of a group of women can accomplish a great deal with problem personalities. Although an employer, in hiring this type of employee, may often have to call upon extra resources of patience and diplomacy, these lads often make better workers than the "normal" high school graduate who frequently wants to make changes in production methods (before he even fully understands them), gets easily bored with routine, and expects within a few months to be in a semi-executive position.
10. Employers interviewed were unanimous in their opinion that the lads cited in this brief would never have been employed by them without this program. Most of these boys could not even fill out an application form. They likely wouldn't even have known enough to come asking. The assistance of the support personnel was vital; with it there is high possibility of success.
11. The costs per pupil in the Occupational courses are higher than for any other pupils in our educational system. Unless more innovation is allowed, unless steps such as those recommended in this brief are taken, these students are slated to become merely a load on society; and the years of heavy expense are wasted. The success or failure of these courses must be measured in the success or failure of its graduates to get and hold jobs. Therefore, when a Pilot Project such as this points the way to success, it must not be dismissed lightly. The cost of \$200 per pupil that got these lads started in productive employment has long since been paid back via their income taxes.

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R.R. 1,
L'Orignal, Ont.,
April 24, 1972.

Dr. J.R. McCarthy
Ex. Director,
Com. on the Costs of Education,
252 Bloor St., W.,
Toronto 181, Ont.

Dear Dr. McCarthy:

Please add the attached article, which will appear in the April 26 edition of the Eastern Ontario Review, to our growing list of briefs to the Committee on the Costs of Education. Perhaps the contribution of education to the debt loads on Prescott-Russell's municipalities will help to explain our deep concern with the cost of education. We hasten to add that we support the over-all objectives of the Prescott-Russell Board of Education in their program of improving educational facilities. However, when money is spent on language labs which are out of order much of the time, or on computers which are not needed at the present time, we must express our deepest concern.

Teachers we have consulted are very dubious about the value of language labs in this area. It appears that the main contribution of labs towards the learning of a language lies in their presentation of true pronunciation. Since our teachers are bilingual and our children are in a bilingual environment, the necessity to spend time with the tapes for this purpose does not exist. Is Toronto pushing for the inclusion of these facilities without understanding their application in a situation such as ours? We recommend a few cubicles in the library for those individuals who may be taking advanced German or Spanish.

The Department of Education, by their present grant regulations, is making it more attractive for Boards to purchase computers than to rent them. The effect is to encourage small Boards such as ours to make a major capital investment before the needs and value of the equipment are fully assessed. The Department should instead be encouraging Boards to rent these expensive facilities until such time as the true need of the new course can be evaluated. This will allow those using the equipment to determine if it is suitable before jumping into a purchase. At the present time our schools have access to an IBM 1130 and an expert operator located at CIP Research Ltd., Hawkesbury.

Before a Board is allowed to purchase a second computer it should be made to demonstrate that the first one is being used full time. Remember, it is access to a computer that is essential to the course, not having a computer in the school.

In Prescott and Russell we have a ridiculous situation. In 1971-1972 our schools required a total of two hours per month of computer time, yet our trustees are being asked to decide by next month whether we should buy one or two computers. The alternative of continuing to purchase time on an industrial computer was not even mentioned to the trustees.

Grant regulations on prestige items such as computers must be changed so that empire-building administrators and educators cannot take advantage of the system.

Sincerely,

Jack Histed

Jack Histed
President,
Regional Association of
Public School Supporters

c.c. Mr. E. Mageau

Mr. R. Cusson

by Jack Histed

The Prescott-Russell Board of Education is making strides toward bringing our secondary school facilities into the second half of the twentieth century. It is to be expected that this will be an expensive process, but it must be done.

Just how costly this process is in relation to the resources of Prescott and Russell, few people realize. The Board will need to debenture a total of \$5,000,000 in 1972 to carry out their expansion at Hawkesbury and their new composite secondary school at Plantagenet. In addition their phase two plans to improve the facilities at Casselman, Arbrun, and Rockland will cost at least \$1,500,000 more. The sum total becomes \$6,500,000.

What effect does this have on our municipalities? The following examples show that the effect is alarming, especially when we learn that economists generally consider the debenture load of a municipality should not exceed 8% of its real value assessment. Recent figures indicate that Metropolitan Toronto is debentured about 7.9% and Hamilton is debentured about 4.3% of real value.

I list here the debenture loads of some of our municipalities (taking percentage of their real value), assuming that the Board will have issued \$6,500,000 in debentures by the end of 1972:

Hawkesbury

Public School debentures	- 1.66%
Secondary school debentures	- 5.25%
Municipal debentures	- <u>5.40%</u>
total debentures	12.31%

Vankleek Hill

Public School debentures	- 2.39%
Secondary school debentures	- 5.25%
Municipal debentures	- <u>7.43%</u>
total debentures	15.07%

L'Orignal

Public School debentures	- 0.93%
Secondary school debentures	- 5.25%
Municipal debentures	- <u>0.38%</u>
total debentures	6.56%

West Hawkesbury

Public School debentures	- 2.35%
Secondary school debentures	- 5.25%
Municipal debentures	- <u>nil</u>
total debentures	7.60%

I think that these figures speak for themselves. West Hawkesbury with no municipal debentures has almost as high a percentage of its real value debentured as Metropolitan Toronto has for everything.

In light of this financial situation it appears to me that our trustees are under an obligation to be supercareful about how they spend money on facilities of doubtful value. Two glamor or prestige items that fall into this category are:

(a) Language Labs.

All our secondary schools are equipped with these labs but, because the electronic equipment is delicate, they are usually out of order. It appears that a full-time technician must be available to keep these operative. Before the labs were purchased, the teachers were consulted. I know that in at least one of the schools the teachers said that they did not want a language lab because in their experience they seldom worked. They asked instead for half the money to spend on visual aids and records which they knew they could use. They did not get the things they could use; they got the language lab and it seldom is in working order.

With the lack of success with language labs and the teachers desirous of alternative (and cheaper) equipment, why are two language labs in the plans for the new Plantagenet High School? It is unlikely that the trustees know of the performance record of the labs in the present schools. If they did it is likely that they would have considered some cutting in this area when they were forced to reduce the cost of the contract at Plantagenet. In theory these labs are useful teaching aids, but if they do not work they are a waste of money and floor space. True, they are dandy status symbols. But another look at the above financial figures will show us what our attitude should be toward status symbols.

(b) Computers

The administration is now pushing computers; not one, but two or three. Computers were represented to the Board as a gift from Toronto: "an \$80,000 gift; if we don't grab it all and use it on computers it will be lost." Let us analyze what this "gift" really means.

First, it means that the Board will have to debenture an extra \$80,000. This affects the Board's future borrowing power, and the borrowing power of the municipalities.

Second, it is very doubtful that the schools can make full use of this "gift", at least not at the present time. We haven't enough trained teachers to take full advantage of it. We haven't courses sufficiently advanced that pupils are ready to use it. The data processing courses are just now being established in our schools; it will be two or three years before they are operating at full capacity. Even then there would likely be a need for only one computer with a work load for it of about 50 hours per month.

Third, there has been no mention of the hidden costs. If the Department of Education allocates \$80,000 for a data processing installation, we can be sure that they are aware of the costs of computers. Since the prices for these machines range near \$40,000 they must be expecting that the other \$40,000 will be needed for auxiliary equipment. Has this possibility been fully explored?

In view of these three points, should the trustees allow themselves to be pressured into a "yes" vote for computers before the end of May? Does this give them enough time to consider all the implications?

What are the alternatives? At the present time the data processing course in Hawkesbury is sending its material over to CIP Research for processing in their IBM 1130 computer. This is done at a nominal cost to the Board and requires only a few hours of computer time a month. The students have been welcome to go occasionally to see their programs run through the computer.

Until the courses are well established in the schools this offers the least expensive solution.

Another alternative would be to rent an IBM 1130 computer for one of the schools until such time as the real needs of the schools can be established. Although this alternative would mean that there would not be the CIP expert on hand should trouble develop.

During the April 12th meeting the Director of Education took the stand that ~~fix~~ a school computer should not be used by the administration for accounting purposes. He has been told that this has been tried in Hamilton and Kitchener and other large centres and does not work. After the meeting I approached him to say that it should work for a small Board such as ours since only a few hours of computer time a month would be needed to process the accounts. He replied that he would need someone to spend many hours a month to write the programs for the computer and walked away saying that he did not have anyone available to do this. This reply showed clearly that the Director does not understand the function of computers or he would not have made that statement. In actual fact the program has to be written only once and then it is used over and over again. The required program can be purchased from IBM. After the program is available all that is required is a key punch operator to prepare the data for the computer each month. This can be done by a secretary. My purpose in mentioning the incident is not to embarrass the Director, but to show that there is still much to be learned about computers before a good decision can be made.

At the University of Toronto, students taking second year computer science have access to a computer. This does not mean that they ever see a computer, and definitely they never touch a computer. What it does mean is that they key punch their programs and their data and put them in a card reader. They come back the next day to pick up their computer print out.

We are told that the High School data processing course should not be intended to prepare students directly for industry. Indeed students with first year university computer science must still take the full IBM course if they are to work with computers. The objective stated is to develop the students' ability to think logically. If this is so let us consider some less expensive methods to develop this type of thinking approach: a good mathematics course, a course in logic, or a few hundred dollars worth of Heathkit equipment. The need to present a course in logical thinking should not be presented as sufficient reason for the trustees being forced into a hasty decision on computers.

The Board has a very qualified computer expert on their Ad Hoc committee in the person of Jean Guy Larocque. So far they have asked him for advice on which of two types of computer is the best buy. They would be very well advised to ask him if purchase of a computer is necessary at the present time.

It would be unfair to place all of the blame on our educators for the tendency to reach for an \$80,000 "gift". The Department of Education must share some of the responsibility when it holds out such a prize carrot. This is a matter which will be brought to the attention of the Committee on the Costs of Education in Ontario.

When this 95% grant prize is held out, who do we think pays the grant? There are those at our Board offices who would lead us to believe that industry pays most of the grant. Let's get the facts straight. In 1972 personal provincial income tax will be double the income tax from industry. We as individuals pay tax every time we buy clothing, gasoline, cigarettes, etc. Why are we encouraged to equate grants with gifts when in reality the money is coming out of our own pockets?

In summary, inoperative language labs are not an asset to our educational program; they are a liability taking up teaching areas which could be used for other purposes. As for computers, since the schools already have low cost access to one, the lack of a computer in the schools does not reduce the educational value of the proposed data processing course. Both are expensive prestige items which will receive little use.

It is going to cost Prescott and Russell a great deal to bring up the standards of our educational facilities to an acceptable level. It is the duty of the trustees to find out when money is not being spent to the best advantage. This can only be done by asking the right questions at the right time. The examples illustrated in this article show how considerable money can be saved at no sacrifice in the quality of education being given to our children.

April 24, 1972

Brief Submitted to the Committee on the Costs of Education in Ottawa
Oct. 24, 1972

The Regional Association of Public School Supporters is an organization whose membership is drawn from five municipalities or townships of Prescott County. The purpose of the organization is to keep the public informed about educational matters in Prescott-Russell and to promote worthwhile community projects. These objectives were met via a newsletter during 1969 and 1970. In the past two years they have been met via a regular column in the Eastern Ontario Review which reports on all public meetings of the Public School trustees and of the Board of Education. Occasionally editorial comment is also published.

Our Board of Education administers in two of the poorer counties of Ontario. The total real value taxable assessment of Prescott & Russell is slightly over \$150,000,000. When the County Boards took over, our educational facilities were for the most part obsolete. In the past four years all of the existing elementary public school facilities have been replaced so that the public school taxpayers now have what must be the highest debt charges in Ontario: \$218 per pupil per year. We also have one of the highest transportation charges at \$149 per pupil.

At the high school level, we have completed a ten room addition in Hawkesbury and are in the middle of constructing a \$4,200,000 secondary school at Plantagenet. Plans are well advanced for replacing portables at three other secondary schools with permanent facilities. The cost of these worthwhile projects at the secondary level will amount to about 7 1/2 million dollars. Since the cost at the elementary level to date has been about 1 3/4 million dollars, the total is 9 1/4 millions.

The alarming thing is that our trustees don't know where to stop! They now want to build three swimming pools at an estimated cost of one million. One month after this was announced they received a proposition from Plantagenet to participate in the building of an arena. It has become obvious where the easy money is!

The elementary school trustees want to build a new school near Plantagenet at a cost of \$500,000. When the Board Chairman asked them if they thought they could get the money when the old Plantagenet High School would be vacant and available to them, their reply was: "We will cross that bridge when we come to it". After a fire last year that burned out the old section, this school now consists of two modern wings 9 and 10 years old. There are a total of 7 classrooms and two gyms. The two wings are connected by a new service core. The outstanding principal of the debentures is \$193,000. Obviously this school could be converted to a 180 pupil elementary school, yet our trustees are asking for \$15,000 to buy a 20 acre site for their new school! It is time that these trustees be required to cross the bridge! Perhaps this Committee can see that they do.

Without the swimming pools and without the proposed new public school, there will soon be educational debentures on 7.3% of our real value (since we must include \$1.7 million in debentures issued prior to 1969). The Steele Commission report on the formation of a metropolitan Hamilton region shows that Toronto is debentured, for all purposes, 7.8%, and Hamilton 4.3%. In this context our 7.3% for education alone is alarming. With another 1.5 million for swimming pools and new elementary school construction this will become 8.3%. But economists tell us that it is generally considered that outstanding capital debt in a municipality should not exceed 8% of real value taxable assessment. HELP!!! What about our municipalities? Does our Board of Education think that municipalities should not be allowed to have any debentures??

I would like to briefly run down the list of briefs submitted to you and bring you up to date on developments.

On Oct. 20, 1971 we sent you copies of a three part brief which we had presented to the Prescott & Russell Board of Education on May 12, 1970. Part I dealt with the effect of educational debentures, present and future, on the financial position of the various municipalities of Prescott and Russell. It is obvious that this brief has gone unheeded by the Board. However, several of the suggestions in Part II and Part III have been implemented.

We submitted three briefs to you on March 6, 1972. We hope that you will give consideration to our proposal that Boards be given necessary guidelines to determine fair and proper salaries for their administrative personnel. Obviously \$2500 increases for select administrative staff are unacceptable when teachers get increases equal to the cost of living.

Since our brief on the use and mis-use of educational personnel was published our Secondary School Superintendent appears to be working more on educational problems and doing less clerical work. Talk of hiring a second superintendent has ceased.

Regarding the brief on the Vankleek Hill Pilot Project for Occupational students, we also submitted this brief to Mr. Mageau our Director of Education. We later met with him as well as Board Chairman Robert Cusson and Superintendent Royal Comptois. At this meeting we were told of all the obstacles which block such programs from being implemented. When we offered to arrange a meeting between the Board, the Dept. of Labour, Manpower, and trade unions we did not even get a reply. The attached letter from Mr. Mageau shows what was accomplished at this meeting.

We also submitted that brief to Mr. J.K. Crossley, Director, Curriculum Development. His reply is also attached. It should be emphasized that the boys who participated in the Pilot Project were 16 years old. This is a point that Mr. Crossley apparently missed.

The Pilot Project was important because it showed that there is a segment of our population who would normally have no chance of living a useful, productive life because there is an insurmountable barrier between them and the work force. That this barrier can be broken was proven. It is too bad that more boys can't be helped this way just because civil servants in two or three departments refuse to get together and recognize the need for co-operation.

On April 24 we sent you copies of a column from the E.O. Review dealing with language labs and computers. The day after this column was published a repair man from Montreal was working overtime to get the language lab at Vankleek Hill into working order. Our first computer is scheduled for installation at Hawkesbury late this year. This computer is being paid for out of the Plantagenet building fund. In order to prevent a riot the Board will have to purchase a second computer next year for Plantagenet. The trustee from Casselman wants a computer room in the new addition there.

One computer located centrally at Plantagenet could serve all the schools very well. It is less than a forty minute drive from the farthest school to Plantagenet.

CIP Research Ltd. is the only company in Prescott & Russell with an IBM 1120 computer. We would not consider hiring graduates of the course being given in the secondary schools to work near our computer. We consider that having more than one computer in the Prescott-Russell school system is a criminal waste of money which is being debentured against our municipalities.

In summary, we feel that our Board of Education has accomplished many worthwhile projects and still has a few left to go. However there must be a strong central control over expenditures. This is particularly true of spending on which there are very high grants offered such as computers. These appear to the trustees as gifts and since it is somebody else's money it is very easy to spend.

Education requires dollars and sense; too much spending of the former generally indicates not enough possession of the latter.

CONSEIL D'EDUCATION
COMTE PRESCOTT-RUSSELL COUNTY
BOARD OF EDUCATION

BUREAU D'ADMINISTRATION: 372, RUE BERTHA
ADMINISTRATION OFFICE: 372 BERTHA ST.
TEL. (613) 632-2606
HAWKESBURY, ONT.

PLEASE REPLY TO:
S. V. P. REpondre A:

372 Bertha Street
our file no. 10-0109

April 24th, 1972.

Mr. Jack Histed,
R. R. 1,
L'Orignal, Ontario.

Dear Mr. Histed:

I have recommended to the principal of the Hawkesbury High School that a liaison committee be established which would enable him to consult a representative group of leaders from the industrial and business community. The scope of study of a committee of this nature would encompass not only the occupational and services courses but the commercial courses and the placement of all students whether it be for Summer work or for permanent employment. Liaison with postsecondary institutions already exists in all schools.

The Hawkesbury High School has always had some liaison of this nature with industry and business. Our suggestion is that it be structured a little more formally.

Yours truly,



E. Mageau,
Director of Education

EM/jpl



Ontario Department of Education

In reply please refer to file

16th Floor

Telephone 416 3655982

Mowat Block, Queen's Park

Toronto, Ont.

Ontario

April 17, 1972

Mr. J. Histed,
R.R. #1,
L'Orignal,
Ontario.

Dear Mr. Histed,

Thank you for your letter under date of April 5, 1972, to which you attached a copy of a brief on a pilot project done with occupational students at the Vankleek Hill Collegiate Institute, in 1969-70.

It appears that the project enjoyed some success in utilizing appropriate local industrial resources for skill training of selected secondary students in your area.

Recommendation (e) for schools, in Mr. Collins' report is related to the very important question of legal school leaving age for students in Ontario.

Probably the most serious flaw in the project is the possibility that students involved in such projects may be required to be removed from the school roll in order to qualify for a Federal grant. The Ontario statutes clearly require that a student attend school until the end of the term in which he attains the age of sixteen.

Your brief raises several questions concerning the utilization of local industrial resources in the skills training area for employment-oriented secondary school students. Questions such as these will assume importance in the future in exploring the most appropriate ways and means of utilizing such resources.

The copy of the brief which you have provided should provide helpful material toward possible future planning in the general area of skills training agreements involving secondary students.

Yours sincerely,

J. K. Crossley

Director

Curriculum Development Branch

H.R. 1,
L'Orignal, Ont.,
Nov. 3, 1972.

Dr. J.R. McCarthy,
Executive Director,
Committee on the Costs of Education.

Dear Dr. McCarthy:

We would like to take this opportunity to thank the Committee on the Costs of Education for their kind reception on October 24th. We were delighted with their interest in the VCI Pilot Project for Occupational students. It is our hope that the techniques used in this project can be employed as the "finale" of the educational program for boys such as these. We will appreciate any help that Mr. Kerr can give to get such a program instituted.

We were surprised at the number of questions pertaining to the building of the Prescott County Public School. Since this issue was a couple of years old we were unable to give exact answers to some of your questions, especially regarding the approved cost of the school. If you will refer to page 3 of Attachment I you will see from this brief, which was presented to Mr. J.A. Kennedy on January 9, 1970, that the approved cost was 68.9%. Mr. Kennedy remarked on this low figure and asked for an explanation. The only defense that the Board of Education offered was a personal attack upon me and the Regional Association of Public School Supporters, and this did not cut any ice with Mr. Kennedy. It is interesting to note that, although we were told at the time of the hearing that the answer would be forthcoming in a week, it was March before the information came that as a result of a Cabinet decision the school would go ahead.

I would like to bring you up to date on paragraphs A and B in Attachment I. The population growth mentioned has indeed occurred and during the second year of operation of this school we have two of the three special education rooms and the art room being used as regular classrooms which get lower AUF's. The guidance room and its office are not being used for guidance. Therefore, subtracting the AUF's for mis-use of facilities the approved cost would be less than the 68.9%.

I personally attended a meeting between the trustees and the architect where the architect told them that 100 sq. ft. was too large for guidance. He said, "we will show it as a guidance centre on the plans but it will make a nice office for someone. You can use a cubbyhole elsewhere for guidance." The architect also told them that it would cost \$300,000 more to build two schools than to build one. When we put down what he was proposing on building forms we found that he was comparing one school of 663 pupil places with two schools containing 1,326 pupil places. It is small wonder that the trustees made wrong decisions considering the information they had to work with.

204.6/72

In this connection we would draw your attention to attachment II. This was the recommendation to the Board from Mr. A. F. Dunsmore, who was at that time Supervising Principal and is now Superintendent. He presented it after we had publicly exposed the subterfuge of the architects as mentioned in the previous paragraph. The numbers that appear in the right hand margins refer to a list of our comments attached at the back of Mr. Dunsmore's report.

Shortly after Mr. Dunsmore had presented this private report to the Board (it was quite some time before we ever saw a copy), our Association presented a third brief to the Board on Public School facilities (Attachment III). This brief gave 11 sound reasons for building two schools. In the alternatives presented in this brief we made use of the Manual on School Business Procedures in order to show how to get maximum approved cost and therefore maximum grant. The schools proposed in that brief ranged from 70% to 85% approved cost. This is the basis for our recommendation that each Board have a resident expert on the Manual of School Business Procedures.

We believe that the term "approval" is misleading. The administration in emphasizing that plans have been "approved" in Ottawa and Toronto, have led the trustees and the public to believe that the proposal submitted was entirely satisfactory and maybe even the best possible. This is the basis for our recommendation that the Department in issuing its approvals also include suggestions for ways in which the proposals could be improved.

The Committee asked why the school was built in the country instead of in a town. The Board's reasons appear on page two of Attachment IV. Note from page 1 of this press release that the original cost was to have been \$1,563,000. Subsequently, to cut costs, the Home Ec and Ind. Arts were cut and the size of the lunchroom was reduced. In this respect we feel that looping Home Ec and Ind. Arts was a poor way to cut costs; it could better have been done by using a less ornate design of building or by building in a town. When we refer to grand buildings not being necessary to education, we think about that school with its startlingly spacious hallways, and no Home Ec or Ind. Arts.

When we said that costs have doubled and tripled in the past four years we were indeed in error. They have doubled but not tripled. I was recalling a figure of \$330,000 in 1963; however in checking our records I find that this was for Prescott County alone. The top paragraph on page 5 of Attachment V shows that the costs in Prescott & Russell, including Clarence Township, would have been $447,546 + 465,700 = 913,246$. This should be compared with the data from the auditors' reports for 1969-71 and the budget for 1972 which, as presented in Attachment VI shows a budget of \$1,096,259 for 1972. This is slightly more than double the 1963 cost. In this same period the increase in elementary school population has been in the order of 10%. Adjusting for this increase in population, we find that the 1972 costs are about 193% of 1963.

I must apologize for the volume of the supporting attachments. However I think there is a very important lesson to be learned from the building of this school. We see a Supervising Principal asking for the moon (why not!) and trustees who do not know how to ask questions. The result is a "dream school" which, for some of the teachers has become an open concept nightmare. To commit

the entire school population to an experimental design shows lack of judgment. Mr. Howard Gillies was at our meeting to discuss the proposals in Attachment III and he had had the brief checked for accuracy by the Regional Business Administrator. At that meeting a former trustee challenged our statement that the Board's proposal was wasteful and asked for Mr. Gillies' opinion on the subject. The reply was that since the question had been put to him he must state that yes, the Board's proposal was indeed wasteful, and he proceeded to name the areas of extravagance. At that time the Area Superintendent's job was to attend Board meetings and answer questions only if asked, no opinions were volunteered. Unfortunately, due to lack of questions, he never proffered the above mentioned comment on extravagance to the trustees. They assumed, due to his silence, that he approved.

I believe you can understand now why we say that in areas where the trustees are no mental match for the administration there should be strong Provincial control, especially on capital spending. Since it is likely that this situation occurs only in the poorer areas of the province, perhaps this control could be administered in direct proportion to the grant rate. we believe that Toronto has assumed that things are thoroughly thrashed out at the local level before being sent further. Our purpose has been to show that this is not a valid assumption.

Sincerely,

Jack Histed

Jack Histed

President,

Regional Association of

Public School Supporters.

*15/10/77
Noted
Jen*

Prescott, 10/19/70

Brief on the Financial Implications of the
Proposed New Public Elementary School in Prescott County

presented by the Regional Association
of Public School Supporters.

"Organizations
& Groups"

BRIEF #8, Pt. 5

In this brief an attempt is made to present the cost of the proposed Pleasant Corners school within the context of the financial picture of the Prescott & Russell Board of Education and the projections thereof for the next five years.

Cost of Proposed Pleasant Corners School

Tender price	-	\$1,185,000
Equipment	-	65,000
Architect		\$ 71,100
Contingency	-	\$ 35,550
Land	-	\$ 25,000
Wells & testing	-	\$ 13,000
Total		\$1,394,650

Debenture	-	\$1,395,000	
Annual Debt Charges at $7\frac{1}{4}\%$	-	131,608	- starting 1971

Cost of the Completed Russell School

Debenture	-	\$ 440,000	
Annual Debt Charges at $7\frac{1}{4}\%$	-	41,537	- starting 1970

The sum of the Prescott debenture plus the Russell debenture would be \$1,835,000

The attached appendix of four pages is reproduced from the Prescott & Russell Assessment Department Annual Report as prepared by Mr. Lionel Latulippe. (May 1969) These pages are numbered 4, 14, 15, 17. For purposes of comparison the assessment has been converted to real value.

From page 4 we see that the total real value assessment for Public School purposes in Prescott & Russell is only \$41,130,660.

The debenture for the Pleasant Corners school alone is 3.39% of our real value assessment. The combined debenture for the Prescott & Russell schools would be 4.46% of our real value assessment.

The Steele Commission Report dealing with the formation of the proposed Metropolitan Hamilton Region states: "It is generally considered that the outstanding capital debt in a municipality should not exceed 8% of the taxable assessment." The Steele Commission Report also showed that the combined debenture debt under the Metropolitan Hamilton system was 4.28% of the total taxable assessment. Therefore in relation to the Public School assessment in Prescott and Russell the construction program of the Public School trustees is larger in magnitude than the debt of the city of Hamilton.

we will now look at this financial picture using the terms of reference of the Department of Education, where it is generally considered that the annual debt charges of a board should not exceed ~~5%~~ ^{10%} of their annual budget.

The 1969 budget can be summarized as follows:

		% of total
Budgeted total expenditures	\$572,684	100
Government subsidy	67,873	12.0
Government grants	290,320	50.6
Levy	214,473	37.4

We project the 1971 budget based on the above figures to which we add costs of 5 additional teachers (2 for Russell, 3 for Prescott), cost of additional transportation, and cost of annual debt charges:

Cost to the Local Taxpayer:Pleasant Corners School

(APPROVED COST)

Approved cost \$961,267
 Debenture cost \$1,395,000
 % eligible for grant 68.9
 Assuming +70% of the cost eligible for grant is paid as grant, 48.2% of the annual debt charges would be paid by grant and 51.8% by local levy.

Russell School

Approved cost \$ 335,730
 Debenture cost 440,000
 % eligible for grant 76.3
 Assuming +70% grant on eligible cost, the grant would be 53.4% of annual debt charges, and 46.6% would be raised by local levy.

+ Whenever the Association presents this figure the Public School Trustees object, saying that they know of areas where 95% grant is paid. Despite the fact that the Russell school is already built they claim to have no knowledge of what % grant will be paid. Yet they are prepared to go ahead with a project 3 times as big without knowing what it will cost the local taxpayer. We feel that 70% is a reasonable figure since, of the 1969 budget, the total of grant and subsidy was only 62.6%.

	<u>Pleasant Corners</u>	<u>Russell</u>	<u>Total</u>
Annual debt charges	\$131,688	\$41,537	\$ 173,225
Grant	63,474	22,181	85,655
Local Levy	68,214	19,356	87,570
Mill rate increase			
assessment at real value	1.658	0.471	2.129
assessment at 27%	6.14	1.74	7.88

Note: at present Vankleek Hill and Plantagenet are assessed at real value; the rest of Prescott & Russell are assessed at about 27% of real value.

To the above mill rate at 27% assessment it will be necessary to add at least 1 mill for transportation of an extra 300 plus children. Therefore the Public school mill rate would increase by 8.88 mills in a two-year period. This is completely out of proportion to the benefits derived.

Deficits

Hawkesbury District High School	- expenses	\$827,801
	revenues	847,986
	surplus	20,185
	accumulated deficit	24,282
Vankleek Hill Collegiate	expenses	618,378
	revenues	456,882
	deficit	161,496
	accumulated deficit	168,947
Nation District High Schools (3)	expenses	1,503,231
	revenues	1,473,792
	deficit	29,439
	accumulated deficit	190,963
Embrun	expenses	259,921
	revenues	203,582
	deficit	51,339
	accumulated deficit	6,655
Totals for secondary schools	expenses	\$3,209,332
	revenues	2,987,234
	deficit	222,088
	accumulated deficit	390,047

Prescott County Public Schools	expenses	\$367,454
	revenues	335,686
	deficit	31,768
	accumulated deficit	22,822
Russell Public School	expenses	80,092
	revenues	74,323
	deficit	5,769
	accumulated surplus	29,638

Assuming an interest rate of $7\frac{1}{2}\%$ over the next five years, and that the first installment will be paid in Dec 1970, the following table shows the mill rate increase for 1970 to 1974 that would be necessary to pay off the deficits, assuming also that each of the former boards are required to repay their respective deficits.

Former School Area	on assessment at real value	on assessment at 27% of real value
Hawkesbury Dist. High School	0.106 mills	0.39 mills
Vankleek Hill Collegiate	1.89	7.00
Nation Dist. High Schools	0.862	3.19
Embrun High School	0.204	0.75
Prescott Public Schools	0.170	0.63
Russell Public School	---	---

It can be seen that the taxpayers supporting the former Vankleek Hill Collegiate and the Nation District High Schools are going to be faced with a substantial increase in taxes during the next 5 years to repay these deficits.

Possible loss of grant due to misuse of eligible spaces in the proposed
Pleasant Corners School

Over the past few months the Public School Trustees have claimed that there are several extra classrooms in their proposed school which would provide for population growth. Upon questioning at meetings of the Public School Trustees, the supervising principal said that the new principal might not favour special education classes and if so, 3 extra classrooms could be obtained in this way; also 1 kindergarten could be converted to a classroom.

If 4 extra classrooms were obtained in this way we would lose 126 accommodation units.

Upon questioning at a meeting of the Hawkesbury Home and School Association the supervising principal admitted that the entire 400 square feet in the Guidance Centre might not be needed for guidance counselling. He justified the larger of the two rooms in the guidance centre as a teacher's conference room. This could further reduce the approved AUF's by 21.

Thus, at the whim of some vague "new principal" we could lose a total of 147 accommodation units. Since one accommodation unit is equivalent to \$174.00 of approved cost, it is possible that the approved cost of the Pleasant Corners school could be reduced by \$25,578; in which case the % eligible for grant would be reduced to 67.1 and the grant on annual debt charges would be reduced to 46.9%. This would increase the local levy by \$1,712 so that the mill rate at 27% evaluation would be 6.30 for the P C school and the total mill rate increase would be 9.04 instead of 8.88.

RECOMMENDATIONS

1. Architects from the Department of Education and representatives of the Ont. Fire Marshall's office should be invited to make a thorough study of the existing Hawkesbury Public School. This school is structurally sound and has been maintained in excellent condition over the last 20 years. It could be converted to a junior school as part of a multi-phase building program.
2. The recommendations of our brief III on Public School Facilities in Prescott County regarding facilities at Vankleek Hill should be thoroughly studied. This could represent phase I of a building program.
3. A thorough study should be made of the possibility of building a senior elementary school close to the Hawkesbury High School. This could take the form of grades 4-8, or grades 6-8 depending on the increase in school pop-

ulation and need for expanded facilities in the Hawkesbury area. This could represent phase II of a building program.

4. Since the town of Hawkesbury contributes 43.6% of the total Public School taxes for the two counties consideration should be given to ways of encouraging continued growth of industrial assessment in this town. The town of Hawkesbury will have to stand behind \$800,000 of Public School debentures and pay \$37,345 each year in debt charges. Unnecessarily high taxes will discourage new industry from locating in Hawkesbury or, in fact, in Prescott & Russell Counties. Closing of Public School facilities in the town of Hawkesbury will certainly discourage new industry from locating there.
5. Now that it has been established that two schools can offer equal educational opportunities to one, there is no need for a compromise location between Hawkesbury and Vankleek Hill. The trustees should consider carefully the harmful effects of withdrawing Public School facilities from Hawkesbury and Vankleek Hill and the equally harmful effect of locating a school in an area without subdivision control.
6. The Public School Trustees should locate new facilities in existing urban areas in order to minimize the cost of transportation, and cost of services such as water and sewer.
7. Plans for the Pleasant Corners school should be scrapped because they are completely unsound economically and because they do not provide adequately for predicted growth in the region.
8. The Public School Trustees should obtain expert advice regarding the need for special education rooms and the size of the guidance centre before plans for new schools are drawn.
9. The Public School Trustees should measure the resources available to pay for the new schools before specifying over-sized rooms. An attempt should be made to maximize the portion of the school eligible for grant. It should be possible to do this without decreasing the quality of educational opportunity offered by the new facilities.
10. The Public School Trustees should adopt a uniform policy regarding size of site. In Russell the site was too small to accommodate the septic tank field bed, yet they are renting land for that purpose rather than purchase it for future expansion. In Prescott they seem to feel that the minimum acceptable size is 25 acres. In Russell the school is built in a community but in Prescott the Trustees feel that the school would lose its identity as a county school if it were built in a community.
11. The Public School Trustees should adopt the policy of the Prescott & Russell Board of Education with respect to their approach to the study of the need for new facilities and their procedures satisfying these needs. They should then present their proposals as part of the overall need for improving educational facilities in Prescott & Russell for both elementary and secondary purposes.

Summary

Regardless of the terms of reference, the financial situation in Prescott and Russell to pay for new Public School facilities is serious. Even the relatively modest proposals made in our Brief III on Public School Facilities may have to be modified.

Since the Public School Trustees interpret approval of their plans by the Department of Education as indicating that they are acceptable in every way, and the Department of Education assumes that a thorough study of the economics has been made at the local level, we find ourselves in a desperate situation. A thorough study of our present situation should be made by experts appointed by the Department of Education, bearing in mind our limited resources. Based on their report our trustees should then work toward replacing our obsolete facilities in a practical fashion that will not deprive our growth centre of a Public School.

MUNICIPALITY TO INS	CORPORATION ASSUMP		NON-CORPORATION ASSUMP		GRAND TOTAL	% of net value	amount at 100 %
	COMMERCIAL	RES. & FARM	COMMERCIAL	RES. & FARM			
Hawkesbury	3,498,185	34,390	302,510	531,760	4,666,945	26	17,922,781
Rockland	74,220	5,220	13,150	157,145	249,735	30	832,400
Vankleek Hill	692,220	46,705	364,595	2,284,035	3,387,555	100	3,387,555
VILLAGES							
Alfred	28,155		9,230		37,385	25	173,500
Casselton	52,575	8,205		1,970	62,750	29	216,379
L'Orignal	27,400		26,555	175,090	229,045	29	783,810
Plantagenet Village	189,330		78,375	142,500	410,205	100	410,205
St. Isidore	23,470				23,470	29	80,931
TOWNSHIPS							
Alfred Twp.	7,830	34,320		63,315	105,465	31	340,210
Caledonia	1,820	4,620	210	373,630	380,280	30	1,267,600
Cambridge	10,125	4,285		29,085	43,495	28	155,339
Clarence	23,040	34,420	9,985	296,370	363,815	27	1,347,463
Hawkesbury East	22,500	54,400	14,600	715,070	806,570	27	2,957,296
Hawkesbury West	161,895	8,875	97,405	843,910	1,112,085	26	4,277,250
Longueuil	6,935	13,580	9,530	227,460	257,505	25	1,020,020
Plantagenet North	18,665	3,265	10,060	179,985	211,975	27	785,090
Plantagenet South	4,500	16,480	9,245	294,690	324,915	28	1,160,410
Russell	70,520	1,880	65,575	932,095	1,070,070	27	3,963,322
TOTALS	4,913,385	270,645	1,011,025	7,548,210	13,743,265		41,120,600

ANALYSIS OF THE DISTRIBUTION OF THE 1968 TAXABLE ASSESSMENTS UPON WHICH THE 1969 HIGH SCHOOL TAXES WILL BE LEVIED

Page 14

NAME OF HIGH SCHOOL	MUNICIPALITY FORMING SAID HIGH SCHOOL	COM. & IND. ASSESSMENTS	RES. & FARM ASSESSMENTS	GRAND TOTAL	% of Total	
EMBRUN HIGH SCHOOL	Russell Twp. (part)	\$ 363,765	\$1,910,800	\$ 2,274,565	27	
Totals		\$ 363,765	\$1,910,800	\$ 2,274,565		
HAWKESBURY DISTRICT HIGH SCHOOL	HAWKESBURY (TOJN)	\$6,846,050	\$5,541,605	\$12,387,655	26	17,649,726
	E. HAWKESBURY (part)	30,925	622,475	653,400	27	2,428,000
	W. HAWKESBURY (part)	207,790	607,165	814,955	26	3,134,442
	LONGUEUIL (part)	64,890	530,395	595,285	25	2,331,180
	L'ORIGNAL	233,960	797,470	1,031,430	29	3,556,625
Totals		\$7,383,615	\$8,089,110	\$15,482,725		53,137,003
MAXVILLE HIGH SCHOOL CALEDONIA (part)		\$ 78,230	\$ 78,230	\$ 78,230	30	260,727
Totals		\$ 78,230	\$ 78,230	\$ 78,230		260,727
VANKLEEK HILL COLLEGIATE INSTITUTE	CALEDONIA (part)	\$ 23,285	\$1,093,020	\$ 1,116,305	30	3,721,017
	E. HAWKESBURY (part)	157,150	1,958,585	2,115,735	27	7,835,055
	W. HAWKESBURY (part)	134,010	987,755	1,121,765	26	4,314,451
	LONGUEUIL (part)	670	369,085	369,755	25	1,479,010
	VANKLEEK HILL	\$1,476,630	\$4,287,640	\$ 5,764,270	100	5,764,270
Totals		\$1,791,745	\$8,696,085	\$ 10,487,830		22,117,843

NOTE: NO FACTOR TO BE APPLIED IN VANKLEEK HILL

ANALYSIS OF THE DISTRIBUTION OF THE 1968 TAXABLE ASSESSMENTS
UPON WHICH THE 1969 HIGH SCHOOL TAXES WILL BE LEVIED

NAME OF HIGH SCHOOL	MUNICIPALITY FORMING	COM. & IND.	RES. & FARM	GRAND	% of Ass	Assessment
	SAID HIGH SCHOOL	ASSESSMENTS	ASSESSMENTS	TOTAL	Value	1968
NATION DISTRICT	ALFRED (Village)	\$ 287,625	\$ 622,215	\$ 909,840	25	3,634,360
HIGH SCHOOL	ALFRED (Twp.)	90,850	1,756,725	1,847,575	31	5,221,313
	CALEDONIA (part)	650	225,795	226,445	30	754,817
	CAMPBRIDGE	127,060	1,615,315	1,742,375	22	2,222,723
	CASSELLMAN	278,340	668,070	946,410	29	3,222,413
	CLARENCE	251,500	2,739,540	2,991,040	22	11,077,926
	PLANTAGENET (Village)	920,900	2,010,635	2,931,535	100	2,731,525
	N. PLANTAGENET	139,775	1,596,795	1,736,570	27	6,431,771
	S. PLANTAGENET	71,790	1,802,025	1,873,815	28	6,692,196
	ROCKLAND	466,895	2,027,240	2,494,135	30	8,313,783
	ST. ISIDORE	207,070	354,880	561,950	29	1,937,751
Totals		\$ 2,842,455	\$15,419,235	\$18,261,690		57,225,287

JINCHESHER HIGH SCHOOL	RUSSELL (part)	116,250	977,775	1,094,025	27	4,851,944
Totals		\$ 116,250	\$ 977,775	\$ 1,094,025		4,051,944

AGGREGATE TOTALS FOR HIGH SCHOOL PURPOSES		\$12,497,830	\$35,181,235	\$47,679,065		152,214,219
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NOTE: NO FACTOR TO BE APPLIED IN PLANTAGENET VILLAGE.

Method of Finding Equalized Assessment Based on Ratio of
Assessment to Sales Value

MUNICIPALITY	TOTAL TAXABLE ASSESSMENT	PERCENTAGE OF TOTAL TAXABLE ASSESSMENT	ASSESSMENT AT 100%	EQUALIZED ASSESSMENT AT 100%	PER CENTAGE OF TOTAL TAXABLE ASSESSMENT	EQUALIZED ASSESSMENT AT 100%	PERCENTAGE OF TOTAL TAXABLE ASSESSMENT
TOWNS:							
1- Hawkesbury	112,233,930	26	47,015,403	11,725,025	4,610	1,867,095	-9
2- Peckland	2,457,375	30	8,191,250	2,566,180	375	1,483,880	-10
2- Vanhook Hill	5,698,230	100	5,698,230	1,785,160	6,270	1,948,740	-11
VILLAGES:							
4- Alfred	885,090	25	3,540,360	1,109,135	24,275	1,123,410	-4
5- Casselman	932,370	29	3,215,070	1,007,230	17,455	1,024,685	-5
6- L'Orignal	1,005,310	29	3,466,585	1,086,025	22,900	1,108,925	-6
7- Plantagenet	2,913,000	100	2,913,000	912,595	18,535	931,130	-7
8- St. Isidore	541,960	29	1,868,830	585,470	15,630	601,100	-8
TOWNSHIPS:							
9- Alfred	1,842,965	31	5,945,050	1,862,485	4,610	1,867,095	-9
10- Caledonia	1,420,605	30	4,735,350	1,483,505	375	1,483,880	-10
11- Cambridge	1,736,105	28	6,200,375	1,942,470	6,270	1,948,740	-11
12- Clarence	2,976,005	27	11,022,240	3,453,080	15,035	3,468,115	-12
13- E. Hawkesbury	2,749,800	27	10,184,445	3,190,610	17,740	3,208,350	-13
14- W. Hawkesbury	1,925,925	26	7,407,405	2,320,615	10,795	2,331,410	-14
15- Longueuil	958,340	25	3,833,360	1,200,925	6,700	1,207,625	-15
16- N. Plantagenet	1,724,455	27	6,386,870	2,000,895	9,425	2,010,320	-16
17- S. Plantagenet	1,869,315	28	6,676,125	2,091,515	4,500	2,096,015	-17
18- Russell	3,330,105	27	12,333,720	3,863,945	36,350	3,900,295	-18
	\$47,190,935		\$150,633,570	47,190,935	\$496,290	\$47,687,225	

N.B. Percentages in Column 2 are found by a sales study during the period October 1st, 1967 to September 30th, 1968

Total taxable assessments - Column 1 plus Column 5 = \$47,687,225.

Factor in Column 4 is necessary to convert total in Column 3 when added to Column 5, to an amount not less than total taxable assessments.

Alfred
Caledonia
Cambridge
Clarence
E. Hawkesbury
W. Hawkesbury
Longueuil
N. Plantagenet
S. Plantagenet
Russell

Supervising Principal's Report to Management Committee

Prescott County School Area Board

December 30, 1963

Mr. Assaly's talk at the last meeting made some very good points regarding the school facilities of the future for Prescott County Schools. It has prompted me to look again at such and write down for the members of the educational needs or benefits from new facilities, based on either a one or two school situation.

This is not in any way a political speech, for I personally know little of what the future holds for myself within the new organization. Rather it is made for two especial reasons:

- 1) I would like to see all members present make their feelings known to the 4 members from within your numbers who will be part of the new Prescott and Russell Board of Education.
- 2) I feel it is my duty to provide such information when such is warranted, and I believe Wilf's address in reality requests such.

I have talked with the two principals, many teachers, ratepayers and educationalists from across the province, to get their ideas on the different aspects of the problem, and the ideas presented by them are in some form or another all included in this talk.

Local Pride: There can be little doubt that a school in any community is a source of pride to the communities' residents. It provides a source of satisfaction which cannot be under-emphasized for the older persons of the community. The following questions therefore must be considered carefully by each member before any calculated decision can be made.

- a) Can and will people share in the same pride with one school, or will greater pride be taken with two schools?
- b) Is the benefit derived by persons in the two communities fair in comparison to that derived by others outside the chosen two?
- c) Is the Board removing a source of tradition "very dear" to the hearts of many residents in each of the two municipalities?
- d) Will the loss of an English elementary school within the town limits of Hawkesbury or Vankleek Hill deter people from moving into these two larger communities and thereby "wire out" the English speaking population from these two larger areas and eventually from the County as a whole?

- e) Because the rural population "lost" their small school do present areas (Vankleek Hill and Hawkesbury) have to "lose" theirs in order to treat everyone fairly?
- f) Are the election results indicative of a desire on the part of the ratepayers for two schools within the County?

2

Transportation: It is without question under present conditions that extra transportation costs will be incurred through one school situated between the two larger municipalities. Present quoted figures are "5 more bus routes at \$10,000 annually".

Facts - 1963 costs for some of Prescott County bus routes are as follows:

- a) Anderson route - 4,160; Bond route - 4,000;
 Ellis route - 3,900; Allen (4 contracts) - 7,150;
 Cross route - 6,380

3

- a) Will the present policy of the Board regarding pupils walking to school from within town limits be continued?
- b) What effect will the situation of secondary school children being transported to school from within town limits have on the transportation to be provided for public school children?
- c) If not all children are bused in the future, within what distance will pupils have to walk?
- d) Will the site of a new school in Hawkesbury require more busing than present arrangements?
- e) Will the Board continue to satisfy educational needs through the transporting of some children from one to another for better arrangement of classes?
- f) How much greater will the cost per bus be to transport children 2-5 miles to a central school than 1-2 miles to two schools?
- g) Will transportation to secondary and elementary schools be carried out by the same buses?
- h) Will transportation to school by bus affect students mentally and physically?
- i) Do buses moving along the highway without stopping cause excessive traffic problems?
- j) Could larger buses be used to transport children from town to the new school?
 Could 5 new contracts have to be let in order to transport the children from the towns to a central school?

Municipal Services: There can be little doubt that "hooking up" to municipal services provided by a town is more easily done and probably at an initial saving to the Board itself. The costs

involved with regard to water, sewage, police and insurance detailed earlier tonight by Mr. Holthousen and Mr. Thompson, and also by Dr. Hutton. The major cost to be incurred with the municipal system appeared to be the running of trunk lines and mains to the actual site. It is unnecessary I feel, therefore, for me to add anything to what has already been said.

4

Teacher and Parent Convenience: The proximity of stores, restaurants, etc. to a school is an excellent convenience to both teachers and parents. This allows teachers to combine pleasure with business. Parents are often able to have children purchase household articles while in town attending school. Parents are able, while shopping in town, to pick up children right at the school. Will business interests lose as a result of the school being removed from this close proximity? Are parents or teachers being deprived through a school location in the country?

Use of grounds for after-hours pleasure: The proximity of spacious grounds within a municipality is an advantage to residents of the area. Local children can make use of school facilities for pleasure (i.e. rinks, playground equipment, ball diamonds). Our present schools in Hawkesbury and Vankleek Hill provide such service with the provision of paid supervisory assistance.

Present Split in Population: There is at present a portion of ratepayers who are very set on two schools. Can these people be forgotten? Can they or will they ever accept one school? Can one school be successful with a divided population? Could two schools bring these persons back to the "fold" and/or would it cause the "one school supporters" to become the dissenting trouble?

Industrial Growth: On the premise that industry gravitates to areas where educational services are of a superior nature, then much thought should be given to the removal of the "industrial centers" facilities. The questions for educational purposes posed by industrial expansion appear to be:

- a) How many industries sought advice or information from the Board or its officers prior to locating in Hawkesbury or elsewhere in Prescott County?
- b) Should educational facilities be in the midst of industrial expansion?
- c) Do industrialists look at the location of schools or the quality of educational opportunity?
- d) What percentage of the persons concerned in the new industries will wish education in English elementary schools?

Competition between Schools: Much can be said for rivalry and its effects on the two competitors. Civilization's greatest progress has unquestionably been made during periods of greatest rivalry.

However, does rivalry between schools perpetuate a conflict between two facets of an already small population, a population which could perhaps better survive if united? With one school do we remove competition, or do educators ever allow the challenge of other educational systems to be removed?

Highway Upkeep: There is little doubt that a school at Pleasant Corners will cause some major improvements to be made on the highways and roads leading to such facilities. This cost must necessarily be burdened in one way or another by the taxpayer.

- a) Will improvement to highways, etc. be necessary regardless of where the school(s) is located?
- b) Would a site near the present high school in Hawkesbury increase the use of Hawkesbury streets beyond a set level (if no improvements are made)?
- c) Will a bridge construction be necessary to allow entrance to the high school grounds in Hawkesbury from McGill St. or Highway 34?
- d) Will improvement of Highway 34 for school bus transportation result in increased revenue for merchants within the county (i.e. greater travel between two municipalities to the north and south, and from other municipalities to the east and west?

Smaller teaching Staff: The closeness of staff members is greater with a staff of 12-15 persons. However, one must ask how effectively this closeness displays itself in benefits to the children. Would the closeness between teachers with similar problems (for example, same child level) be superior to the closeness between teachers at different grade levels. Will staff members become impersonal through an increase in numbers?

Psychological and emotional effects on students: Much has been said about the effects of a larger complex on the individual student's application of himself within his surroundings. Will the child become lost in larger numbers? Facts on this item are very, very sketchy. The key to this situation, in my opinion, is the professional teacher. If the teacher fulfills his obligation to children, the child should not feel left out, but rather a part of his or her class. Whether the school be 400 or 700 children, if the educational system functions properly, detrimental effects because of a 700 student situation should not be magnified.

Cost of Land: Land costs must be calculated in order to reach a wise decision on the location of school or schools:

- a) Additional land is necessary in Vankleek Hill if a school is to be built there. Present rate is \$500 to \$1,000 per acre.
- b) Present school property in Hawkesbury is not large enough for a new 12-15 room school.
- c) The cost of land in Hawkesbury (going rate \$1,000 or more per acre) could be reduced possibly to \$500 per acre for school purposes, if the right persons were approached.
- d) No offers of free land in either towns have been made to the Board.
- e) Price of present proposed parcel of land (25 acres) is \$500. per acre, this rate to be reduced if greater acreage purchased.

5

Regional Government: The coming of Regional Government to this area is said by some to arrive as early as 1970, and by others as late as 1975. Should the selection of a site now outside a present municipal boundary deter that municipality from accepting its responsibility to the project, a project affecting the whole region and not any particular municipality?

Cultural Differences: The town of Hawkesbury is becoming an industrial centre, while the remainder of the county remains relatively agricultural or rural in its outlook. Should children of "industrial" parents be kept in one group and "rural" in another group, or can the sharing of interests and knowledge be a beneficial factor to the complete education of both?

High School Experience: Fifteen years ago the high schools in this area attempted to move together, however, such action was evaded. During the 15 years of experience, people have realized that numerous benefits to education have been forfeited. Only now, that the population of Hawkesbury warrants such, can one comprehensive school be operative, and this with its built-in difficulties of the two language situation. Should such experience be worthless to the present public school board?

6

Attraction of new personnel: It is difficult to say without reservation that a larger school will attract teachers. Teachers would be pleased to realize that they would not be "jockeyed" from one school to another in the Board's jurisdiction; such could be the situation of only one school existed in this end of the two county system. Also it is generally accented that teachers gravitate to schools where specialization of subject matter is in practice.

7

Maintainance: Some mention has already been made of maintainance costs in one school as compared to two. The point to be made here by myself is that the task of finding persons capable of the variety of jobs now facing the caretaker, is becoming increasingly difficult. With one school, specialization of caretaking duties can be employed and thereby improve the maintainance of our physical facilities. 8.

Lunch Programme: Can an equal programme be conducted in each of the two schools for the same cost as in one school when one considers necessary personnel and the kitchen facilities necessary? 9

Catholic Children Situation: We have in our schools approximately 250 Roman Catholic children. The parents of these children feel that the public school, with a greater majority of English speaking children, provide a better education. Is it conceivable that if we can provide equal education for 300 children as for 700 (as stated by some) that these parents will unite to form a school of their own with 300 pupils, and thereby reduce the public school population to the declining Protestant population within our county? 10

BENEFITS OF ONE SCHOOL OVER TWO FROM A PURELY EDUCATIONAL POINT OF VIEW:

- a) A school of 30 plus teachers will prove to be very attractive for the "excellent" leader necessary for an educational system. We have been fortunate to have principals of such capabilities, however, can such good fortune always be present for our area?
- b) Textbooks, pupil desks, teachers and the like, certainly will not be lessened by a one school situation. Playground equipment for example, will not be half as expensive in the larger school, because there will be twice as many children making use of such. It will, however, be possible to have a greater variety of equipment for the playground. A greater variety of textbooks and teachers, at the same cost. Within the school items such as the inter-communications system, gymnasium equipment, maintainance equipment, stage, video-tape recorders, library resource centre equipment, health rooms, office and storage space, will require greater expense in the larger school than in the smaller school (out of sheer size). Such expense could safely be calculated at $1\frac{1}{2}$ times the cost of provision of such facilities in a smaller school. This will allow, for the same costs, additional teacher aids, and thereby improve opportunities for our children.
- c) The massing of larger groups of children (70 per age level) allows some organization according to pupil capabilities and teacher strengths. Present classes of approximately

35-40 per age level force either splitting of classes (an item of mixed feelings amongst educators) or larger groups per classroom. It is easy to see that our present numbers would provide fewer split grades if the children were grouped together in one school.

- d) The organization of specialized teaching in our two school system can be improved through a one school arrangement. I refer here to one teacher handling a certain subject (i.e. Maths). We would perhaps then have 10 classes to benefit from the talents of this teacher, whereas we presently have only three or four.
- e) At present we have a teacher shared between the two schools, half of the time in each, for Music and Library. There is in effect less than satisfactory service in each of these areas in each school, when the teacher is at the other school.
- f) Our French programme could be much improved in a one school situation. We presently have one teacher full time and two part time teachers for this subject. With a one school situation one person full time and another part time would satisfactorily handle this instruction.
- g) Similar comparisons can be made with respect to remedial teaching and provision of health services to those already made for library, music, French.
- h) The building of two schools will necessitate the splitting of any special education facilities, or placing all of them in one school or the other. These classrooms are to assist children with learning problems. Shouldn't these pupils be the very ones who should not be sent away from their neighbouring or fellow children to attend the other school? We are doing this now, not to our credit, and we have run into problems arranging for some to attend such classes, because they would be away from the friends they already have.
- i) Some arrangements have been made over the past 3 years to provide suitable enrolments in classrooms through provision of transportation between the two schools. Such has been very necessary for efficient operation. Can we continue this programme indefinitely? If we cannot, or if our children do not attend one school, it is obvious that our programme will suffer through the splitting of grades or large enrollments per classroom.
- j) In a K-6 elementary school children can take physical education in mixed classes without problem. As children reach puberty they benefit from programmes adapted to their sex. The small, undivided "G.P. room does not allow such division. Further, where Grades 7 and 8 children are involved special teachers in this area of education are advisable.

Transporting these children (Grades 7 and 8) to one school is an arrangement which may be considered. This factor though must be considered in light of transportation costs and problems of specialized teaching, etc. which have already been discussed.

The sports programme in the school can be improved if larger numbers of students at the same age level are available.

We have managed to provide good sports programmes, but this is not to say that we have the type of physical education programme which is possible with double the student population.

- k) Closer contact between teachers with similar aged children can be established in a one school situation. We attempt to hold regular meetings to bring these people together, but the half hour travelling to meet one another proves to be a waste of valuable time. Consequently, not enough inter-relation between these teachers is being achieved.
- l) The time will most assuredly come when paid supervision will be employed for lunch room, bus loading, etc. Can this be better provided at one school than at two?
- m) Further specialization would be possible with larger numbers within the school system. (e.g. camera club, nature club, etc.)
- n) Whether team teaching becomes a truly successful means of school operation has not yet been fully answered. If we have only 1 classroom of grade 6's, for example, in each school then team teaching would be impossible, and could not even be attempted. Should we establish such rigid arrangement of students before the complete results of team teaching have been weighed?
- o) Master teachers: The role of supervision is becoming increasingly complex, and the supervisor finds himself/herself being spread very thinly throughout the school system. I suggest that within the next few years, there will be master teachers in elementary schools similar to heads of departments in secondary schools. If there are 8 primary teachers in one school, one primary teacher could become master teacher and assist each of the others at that level, with better results in one school than in two.

In the next pages I have attempted to compare the type of Form Bldg. 16 that would be necessary for the two type situation:

- a) two single schools each with 400-549 student population and
- b) one school with a 863 pupil population

There are some changes on the Form Bldg. 16 for the one school situation from that Form Bldg. 16 which has already been approved by Dr. J.O. Proulx. There are a few additional comments regarding these forms at the conclusion of my presentation.

FORM BLDG: 16

(A)

ONE SCHOOL (400-540) pupils

NOTE: FOR PURPOSES OF COMPARISON INDUSTRIAL ARTS AND
HOME ECONOMICS ROOM NOT PLACED IN ANY SCHOOLS:

ITEM	NO.	P.Places	Area	Total Area	AUF 1	Auf 2
Classrooms	3	230	700	5600	1120	1920
Kdgn.	1	40	1150	1150	170	240
Sp.Ed. (P.O.)	1	12	800	800	172	240
Library R.C.	1		2000	2000	310	740
Health Unit	1		300	300	29	70
Guidance C.	1		200	200	27	60
G.P. Room	1		2975	2975	402	379
Change Rms. (Showers)	2		825	1650	213	523
Lunch Room	1		1075	1075	97	228
Science Rm.	1	35	950	950	130	460
Art Room	1	35	1075	1075	136	376
Music Room	1	35	1075	1075	191	372
		437		18850	3102	6113
					557	4005
					2545	1208

Calculations

Approved Cost	General	2545 x \$174.00 =	442,830
	Senior	1208 x 122.40 =	147,859
	Total	=	590,689

Calculated Gross Floor Area

General	2445 x 11 sq.ft. =	27995 sq.ft.
Senior	1208 x 5.75 sq.ft. =	6946 sq.ft.
		34941

Approx. Gross Floor Area	=	18850 x 1.75 =	32988 sq.ft.
Approved Cost			590,689
Calculated cost	32988 x 20		659,760
Other costs (Arch, Cont, Furnishings)	=		100,240
	6% 3% Grant Purn.		

Total Calculated Cost 760,000

Cal. Cost - Approved Cost = 760,000 - 590,689 =

169,311

* typographical error
in original

FORM BLDG. 16 (B)

ONE SCHOOL (400-549)

NOTE: FOR PURPOSES OF COMPARISON INDUSTRIAL ARTS AND HOME ECONOMICS ROOM NOT PLACED IN ANY SCHOOLS.

ITEM	NO.	P.Places	Area	Total Area	AUF 1	AUF 2
Classrooms	7	245	700	4900	980	1630
Kdgt	1	40	1150	1150	170	240
Sp.Ed. (S.O.)	1	20	800	800	172	240
(Ung.)	1	16	800	800	164	240
Library R.C.	1		2000	2000	310	740
Health Unit	1		300	300	20	70
Guidance Centre	1		200	200	27	60
Change Rms. (Shower)	2		825	1650	218	528
Lunch Room	1		1075	1075	97	228
Science Room	1	35	950	950	180	460
Art Room	1	35	1075	1075	186	376
Music Room	1	35	1075	1075	191	372
		426		18950	3126	6113
					557	4905
					<u>2569</u>	<u>1203</u>

Calculations

$$\begin{array}{rcl}
 \text{Approved Cost General} & 2569 \times \$174 & = 447,006 \\
 & 1203 \times 122.40 & = 147,359 \\
 & & \hline
 & & 594,365
 \end{array}$$

$$\begin{array}{rcl}
 \text{Calculated Gross Floor Area} = & & \\
 \text{General} & 2569 \times 11 & = 28259 \\
 \text{Senior} & 1203 \times 5.75 & = 6940 \text{ sq.ft.} \\
 \text{Total} & & 35205
 \end{array}$$

$$\text{Approx. Gross Floor Area} = 18950 \times 1.75 = 33163 \text{ sq.ft.}$$

$$\text{Approved Cost} = 594,365$$

$$\text{Calculated Cost - Const.} \quad 33163 \times 20 = 663,260$$

$$\begin{array}{rcl}
 \text{Other Costs (Arch, Cont, Furnishings)} & & 104,710 \\
 \quad 6\% \quad 3\% & & \\
 \hline
 \text{Total Const. Cost Est.} & & 768,000
 \end{array}$$

$$\text{Calculated Cost Est. - Approved Cost} = 768,000 - 594,365 = \underline{\underline{173,135}}$$

RM BLDG. 16

(C)

ONE SCHOOL

(863 pupils)

NOTE: FOR PURPOSES OF COMPARISON INDUSTRIAL ARTS &
HOME ECONOMICS ROOM NOT PLACED IN ANY SCHOOLS

ITEM	NO.	P.Places	Area	Total Area	AUF 1	AUF 2
Classrooms	18	630	700	12600	2520	4320
Kdgn.	2	80	1150	2300	340	430
Sp.Ed. (P.O.)	1	12	800	800	172	240
(S.O.)	1	20	800	800	172	240
(Ung.)	1	16	800	300	164	240
Library R.C.	1		3000	3000	430	1060
Health Unit	1		450	450	44	106
Guidance Centre	1		300	300	39	88
G.P. Room	1		5975	5975	810	1772
Change Rooms (Showers)	2		800	1600	212	512
Lunch Room A	1		1100	1100	99	N R
B	1		1100	1100	99	N R
Science Room	1	35	950	950	180	N R
Art Room	1	35	1075	1075	186	N R
Music Room	1	35	1075	1075	191	N R
		863		33925	5658	1208
					557	
					5101	

Approved Cost General 5101 x 174 = 887574
Senior 1208 x 103.50 = 125028

Total 1,012,602

Cal.Gross Floor Area General 5101 x 11 = 56111 sq.ft.
Senior 1208 x 5.75 = 6946 sq.ft.
Total = 63057 sq.ft.

Approx.Gross Floor Area = 33925 x 1.74 = 59,369 sq.ft.
Calculated cost - Const. 59369 x 20 = 1,187,380
Arch Cont. 6% + 3% 106,364
Furnishings Totals A&B forms 53,594
Total 1,347,338

Cal.Cost Est. - Approved Cost = 1347838 - 1012602 = 335,236

Note: Unapproved Cost of Schools A + B = 173,135 + 109311 = 332446
Unapproved Cost of School C 335236

* error in calculations (size should be 825 sq.ft.)

note of copyist:
N R - not readable
on original

specific Advantages of 1 school over 2 on basis of Forms Bldg. 16

Special Note

Many areas indicated on Forms 16 are not sufficient for optimum conditions - example, I use 700 sq.ft. for purposes of comparison in classrooms because this figure was being used by outside interests to fault the original Form Bldg.16 as being extravagant. 750 sq.ft. as indicated on the original is a minimum reasonable size for regular classrooms, and such figure is used in our original request to the Department. (such was approved)

1. The large gymnasium of the one school may be divided thereby allowing:
 - a) divided physical education for senior pupils
 - b) site (when not divided) for large group functions
 - c) provision for 2 classes (primary) to take physical education at the same time -- an advantage at certain times of the day.
2. The larger space (approximately $1\frac{1}{2}$ times) in the library, health unit, and guidance centre provides twice the functional area even though not twice the actual size.
3. The provision of a second lunch room may provide extra space (i.e. an extra primary physical education space).
4. In order to obtain maximum grants the science room, art room, and music room are duplicated in the 2 schools. The usable time for these specialized rooms for the special subjects for which it is intended will be cut in half, if the two schools are used. Although suitable as ordinary classrooms they are not the optimum condition for such. With a full complement of grades 6, 7, 8, these specialized rooms in the one school would be used throughout the day for the special subject (on premise of 210 approximate children in above 3 grades). 13
5. The double kindergarten will provide very usable extra space for this programme. Present figures indicate 30-35 pupils per year for kindergarten, and while such can be accommodated in the 1 room, the additional area will improve the programme offered. 14

Gentlemen: I purposely have avoided a recommendation in the past concerning this situation, and have given only my personal opinion.

I have talked with teachers, parents, other administrators and other professional educators and board members regarding our particular situation. There is

COPY

not 100% agreement on either choice, however, as supervising principal of this county school area, I feel that the time has come to make a concrete recommendation.

As I see the present and future needs of our school population I feel very, very strongly that the Board should proceed with the 1 school situation, and I would like to see all members of this present Prescott County School Area Board back the 4 from within their present numbers on this major educational change in our county. 15

(presented by
Mr. A.F. Dunsmore)

copy typed by R.H.

1. Both principals very strongly advocated two schools. They were not consulted further when this became known. Most of the teachers also prefer the more personal atmosphere of the smaller schools. At present the teachers resent very strongly the implication that they were consulted about this one windowless open-concept school. They have requested a meeting with the Public School trustees to make their feelings known.
2. The election results are not indicative of the electorate's desires regarding one or two schools. The facts were not fully presented to the electors. In a published statement 4 days before the election the Chairman of the retiring board stated that 2 schools were not educationally sound. See appendix 1
3. Transportation for about 600 children is presently \$124,000 from Sept 1969 to Sept 1970. Adding another 300 children and increasing the distance for most of the rest will cost at least \$30,000 and probably more.
4. The architects told the board that it would cost \$49,275 to connect onto Hawkesbury services if the school were built near the Hawkesbury High School. This included 1500 ft. of 6" water main, a main sewer, and sewage pumping station, all to be installed up the middle of West St. in Hawkesbury at the expense of the Board. Since the town will, in fact, supply these services the actual cost is about \$5,000 for connection. The architects without the benefit of testing also said that the cost of water plus sewer at Pleasant Corners would be \$25,750. The wells alone have cost over \$10,000 and the septic tank and above ground filter bed will cost \$40,000. The architects also told the board it would cost ~~the~~ \$300,000 more for two schools than one. Both schools they were talking about had science, art, music, home ec & Ind. Arts rooms. Each school was 41,450 sq.ft. compared with 67,000 for the one. The two schools would have required a total of 1016 pupil places compared with 863 for the one, but this was not pointed out.
5. The board is prepared to pay \$25,000 for 84 acres. The present Vankleek Hill school is built on about 5 acres and adjoining land is available. No more than 8 acres is needed in either town. Three acres more in VKH and 3 acres in Hawkesbury should not cost more than $1\frac{1}{2}$ what the board is now proposing to pay.
6. The built-in difficulties of the two language situation can be considered an asset. This high school is now getting too big. Also, we deplore this sort of comparison with high school and elementary school.
7. The area superintendent, Mr. Harold Barber, does not consider that the one school proposed by the board will be any more attractive than the two school proposal.
8. The total cost of plant operation for 3 schools, Hawkesbury, VKH and Russell for 1969 was \$28,187 and maintainance was \$2670. The total does not cover the extra transportation cost. (It will also cost something to operate the new school)

Note that in 1972 will all three old schools replaced the cost of plant operation and maintainance is \$96,450. See Attachment I

COMMENTS

- 9 No kitchen facilities other than a stove are planned at Pleasant Corners. There will be soup during the winter. Paid supervision will likely be more easily available in the communities.
- 10 The parents of these Catholic children now have their children enrolled in two smaller schools ! If one school is built they may withdraw them and have one separate school built for the county.
- 11 Transporting 70 children 7 miles is a lot less costly than transporting 175 5 miles, and 125 children 2 miles.
- 12 If it takes $1\frac{1}{2}$ hour to travel from Hawkesbury to Vankleek Hill, a distance of 7 miles this does not speak well for the highway. Many teachers will have to travel extra time in the morning and the evening every day if this Pleasant Corners school is built. Is this not a much worse waste of valuable time?
- 13 Science and Art rooms are only needed in the senior school.
- 14 Note - the extra kindergarten is considered not essential.
- 15 Compare this statement with the preamble on page 1. Mr. Dunsmore raises some very important questions which he leaves unanswered, then he strongly recommends one school.

*Comments on page 11 (cont'd)

A look at the calculations shows that the only comparison made is the calculated cost minus the approved cost. Since the calculated cost of A&B should be decreased by \$7,806 (if correct furnishing allowance were used), and the cal. cost of C should likewise be increased by \$7,033, the figures here should read:

Unapproved cost of school C - \$342,269
 " " " " A&B - 334,640

A complete reversal of what is indicated on this page !!!!!

A more accurate way of showing the comparative costs of these schools would have been the following:

(C) const cost	\$1,187,380
9% arch & cont	106,864
furn.allowance	<u>69,627</u>
total -	\$1,363,871
less reduced app'd cost	<u>953,375</u>
remainder	410,496

(A&B) const cost	\$1,323,220
9% arch & cont	119,071
furn.allowance	<u>78,103</u>
	1,520,394
less reduced app'd cost	<u>1,118,026</u>
remainder	402,368

Neither above figure is realistic as neither shows cost to taxpayer; but the financial comparison as given in this report between one school and the two school situation proves to be a very poor one on which to base such an important decision.

BRIEF TO MCEWAN COMMISSION
REGARDING COST OF EDUCATION IN
ELEMENTARY AND SECONDARY SCHOOLS OF ONTARIO

FROM

THE WELLAND COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD

FINANCES AND GRANTS

COMMENTS

1. The Corporation Tax for school purposes should be levied by the Ontario Government and distributed amongst all the school boards of Ontario on per pupil basis. Residential and farm assessment should be limited to a maximum tax rate.

Grants do not decrease as much as the assessment increases and vice-versa.

It should be uniform for all residential and farm assessment in Ontario - for example, 10 mills or lower. Legislative Grants should make up the difference required.

Assessment from residential or farm properties usually means there are children to educate. Assessment from commercial properties is all "gravy".

At present, the Ontario Government finances community colleges and universities without real estate taxation. Couldn't this be extended to include elementary and secondary schools?

Examination shows that Boards with large commercial assessments are rich boards. They have expensive buildings, equipment, facilities, consultants, etc. (see attached "1971 Assessment for 1972 Taxation", page 11 and 12) or see "Alternate Plan re Division of Corporation Assessment, page 13).

Our chief complaint is that we do not have access to the same financial resources as the boards who have access to corporation assessment.

(See "Larger Units of Administration, page 14 and 15).

2. At present, when a board closes a one-room school or a two-room school, the Department continues to pay grants for two-thirds of each annual approved debenture

This is no longer valid. The Department pays grants on the closing of three-room schools. After presentation of our Brief, the Department has started paying grants on closing of three-room schools.

repayment; in the case of the closing of a four-room school, the Department will continue to pay grants on one-half of each annual approved debenture repayment.

3. There is a need for simplification of grants. They are very complicated. Surely in this computer age, a better method could be devised.

4. To facilitate shared or joint operations, the Department could consider payment of special or bonus grants.

5. The following items should be excluded from ordinary expenditures:

(i) interest charges for current operations

(ii) costs re use of school buildings after school hours for recreation purposes, etc.

(iii) purchase of library books

6. At the present time, the Federal Government is providing funds for French language programs in elementary and secondary schools. Likewise, the Federal Government contributes to the operation of colleges and universities. In the past, the Federal Government provided funds to the provinces for building of technical schools.

Couldn't the Province of Ontario solicit more federal funds for other educational needs such as education of immigrants, special education, drug education, etc.?

The 1972 Grant Regulations favour the Boards that have ample funds. In these grants, there still is the fact that school

SEE PAGE 21 & 22

Land Assembly is part of the work of Department. Pay 100% for joint land and joint buildings or joint facilities.

1970 -	\$48,749	1971 -	\$36,909	1972 -	\$52,000
					(Est.)

Cost \$36,000

boards that spend a great deal of money get larger grants. For example, to qualify for the provincial average for special education program, a board must engage a certain number of persons. If a board has enough funds to hire psychiatrists, psychologists and other personnel in special education, that board would reach the provincial level. But how do you arrive at the high provincial average if you do not have the funds to start the cycle of "reward" grants? This means the rich get richer. The Department of Education wants us to compete with the high spending boards and the boards with ample tax resources.

In 1971, the Welland County P.C. Separate School Board spent approximately \$400,000 for Special Education. Yet we do not receive any weighting factor for this Special Education expenditure.

Cost: 1971 - \$400,000 1972 - \$425,000
(See attached Special Education Programs,
page 16;

It is not fair to group the small boards with the large city boards for determining averages. A graduated scale should be considered for this category.

Another unfair feature of the 1972 Grant scheme is the fact that extra grants are paid to boards for maintenance of schools built before 1945. Many of the separate schools are new. The greatest expansion took place in the 50's and 60's.

Separate school boards always tried to build economical buildings in order to conform to the Department's regulations of \$20,000 per classroom, and later \$25,000 per classroom. The wealthy school boards exceeded the Department's regulations

and built more expensive and durable buildings. Buildings built in the 1950's at lower costs need repairs too. Again, grades 9 and 10 pupils of separate school boards are treated as elementary pupils for grant purposes. The ceiling for grades 9 and 10 pupils is the same as for kindergarten to 8 pupils - \$595. The ceiling for public secondary grades 9 and 10 is \$1,100. Would it be unjust to include a weighting factor for grades 9 and 10 pupils in an elementary school system?

Additional Weighting Factors might be considered for in-service programs and operation of libraries.

The sparsity weighting factor is only for boards with secondary schools. All secondary school boards with greater than 50% of their enrolment in schools with less than 300 pupils receive a weighting factor. Sixty-five percent of our schools have an enrolment lower than 300 pupils but we do not qualify because this applies only to secondary school boards. Isn't it time for elementary schools to receive some consideration?

The sparsity factor affects the separate schools very much. In a county there are always fewer separate school pupils in a given area than there are public school pupils, especially in Southern Ontario. In turn, this means a greater number of small schools in a separate school jurisdiction.

To set the elementary school ceiling at \$595 and the secondary at \$1,100 means that the elementary ceiling is only 54% of that for the secondary schools. This is most unfair. The ceiling for elementary school pupils should be at least two-

(See attached Operating Costs for Grades 9 and 10, page 17.)

e.g. Wainfleet #1 school in the whole Township of Wainfleet (83 square miles)

FINANCES AND GRANTS (Cont'd)

thirds of the secondary school ceilings. Now that we have weighting factors for technical pupils and occupational pupils, and for experience and qualifications of teachers, there is no need for such a wide spread between elementary and secondary ceilings.

EDUCATIONAL TELEVISION

The following questions are continually being asked:

Do we need television in the schools?

Why should we send our children to school to watch television?

Why is the Ontario Government spending millions of dollars on educational television on one hand and on the other hand, this same Ontario Government places ceilings on per pupil expenditures which means cutting of programs, services, tightening of teacher-pupil ratios, fewer library books, fewer supplies, etc.?

Feedback from teachers and principals appears to be saying spend less on educational television but give us more funds for supplies, books, lower teacher-pupil ratio, libraries, remedial teachers, financial assistance for field trips, more time for planning, teacher aides, more secretarial help, etc. Principals want more free time for dealing with parents, more free time for supervision. They want vice-principals and they too want more secretarial time.

If a questionnaire were sent to all the principals and teachers in Ontario, they definitely would favour higher spending ceilings over expenditures for educational television.

It is agreed that educational television is an important

adjunct of the modern educational system. However, there appear to be higher priorities.

CURRICULUM DEVELOPMENT

The Ontario Department of Education states that curriculum development should take place at the local school level. This means that the principal and the teachers must develop the school program.

To do this properly, finances and time are required as well as trained teachers. Time must be given to teachers for co-operative planning of curriculum. This means free the teachers from class teaching. Supply teachers must be provided. Funds must be provided for in-service training of teachers.

Consultants are needed in all subject areas. A co-ordinator or director is also necessary.

The above are added expenses to the school boards.

Large centres have all these resources.

Curriculum development is a very complex process. To develop a good curriculum, aid of highly trained persons is required.

It is naive to think proper curriculum development takes place without finances and skilled curriculum specialists.

At present, there are no Departmental courses or university courses in curriculum development.

It is recommended that until teachers are trained for curriculum development and more finances are made available by the Department, the Department of Education again provide detailed courses of studies for schools in Ontario.

(See attached Factors which Deter Proper Curriculum Development, page 18)

During this transitional period, greater leadership and assistance in curriculum should be given by the Ontario Department of Education.

INNOVATION OF NONGRADEDNESS

Does the staff of a nongraded school, because of its philosophy, tend to make more progress in curriculum development than does the staff of the traditional graded school?

In this era of excessive pressures on children to succeed, does the nongraded program create a lower level of tension than does the traditional graded program?

Is there any great difference in the teachers' understanding of the psychology and developmental patterns of children depending on whether they teach in a graded or ungraded school?

Are there any significant academic or social differences between pupils who have attended a nongraded elementary school compared to those who have attended a graded school?

OPEN SPACE

- Relationship between open space and a tendency towards educational innovation
- Psychological effects of open space on students and staffs (anxiety, interpersonal relations, need for privacy).
- Pressure on staff for co-operative planning, teaching and achieving common educational goals.

- The value of the program in terms of the use made of the language when students leave school
- Value of the program to students in terms of appreciation of the French culture
- Differences in effectiveness of learning the language when an Oral French program is introduced at varying age or grade levels (e.g. Kindergarten, grade 1, grade 5, grade 7, grade 9)
- A study to determine reasons why students elect to take Oral French where they have an option
- A study to determine any correlation between reasons students elect to study Oral French and the success they obtain in the subject

Research in the above three items is needed.

OPTIMAL WORKING CONDITIONS

Research should be carried out to determine what is the proper enrolment from an economical standpoint for an elementary school.

Should it be 9-room unit? 12-room unit? etc.

What facilities are necessary for an elementary school?

At what size is there need for a gymnasium, for a library resource centre?

When does a principal of an elementary school have need for a vice-principal?

How much secretarial help is needed for every 100 pupils in a school?

The Welland County R.C.S.S. Board requested the services of the Regional Office for this service, also for grant-aid for research. No response from the Ministry of Education in either case.

The Ministry of Education itself should be concerned to see what results are achieved by having Oral French 100 minutes per week. 100 minutes per week is the basis for paying of grants for Oral French Program.

OPTIMAL WORKING CONDITIONS (Cont'd)

What is a proper teacher-pupil ratio for:

Kindergarten

Primary Division

Junior Division

Intermediate Division

Some guidelines in this respect are needed.

Department of Education provides building guidelines but not what is a workable and efficient functioning school unit and what constitutes optimal working conditions.

TESTING OF EDUCATIONAL INNOVATION

It is suggested that teachers' colleges and universities be closely linked with schools carrying on experiments. These colleges and universities have experts who could readily assist in guiding the experiments and evaluating new programs.

EARLY RECOGNITION OF LEARNING DISABILITIES

The Ontario Departments of Education, Health and Welfare should jointly undertake a program of educating parents in recognition of early indications of learning disabilities and to encourage parents to take immediate steps.

Large sums are spent on special education and remedial programs when the children enter school. Considerable savings could be made if pre-schoolers were given proper medical attention before they entered school.

An ounce of prevention is worth a pound of cure.

COMMENTS

Page 9

There is no direction from the Ministry of Education in this respect. The only guidelines that the Ministry of Education gives to the loading of pupils per classroom when it approves for building grants of new classrooms.

Kindergarten - 40 pupils
Grades 1 to 8 - 35 pupils
Secondary 9 to 13 - 30 pupils

(See Page 20)

TEACHING ENGLISH TO NEW CANADIANS

Research should be conducted to determine what is the best method for teaching English to New Canadians. Should they be segregated and taught English? Should they be integrated with the other children and given individual attention?

COMMENTS

Page 10

Federal funds should be provided. The Federal Government could do this as it is doing presently regarding Oral French Program.

(See attached "Special Education for New Canadians", page 19.

1971 ASSESSMENT FOR 1972 TAXATION:

Total Commercial Assessment	Commercial Assessment allocated to Elementary Public Schools	Commercial Assessment allocated to Elementary Separate Schools
\$ 179,080,021 100%	\$ 163,199,704 91.1%	\$ 15,880,317 8.9%

Total Elementary Enrolment Public & Separate	Elementary Enrolment Public School	Elementary Enrolment Separate School
\$ 37,406 100%	\$ 25,008 66.9%	\$ 12,398 33.1%

If allocation were made as per enrolment

Commercial Assessment would be \$ 59,279,487

CORPORATION TAX ADJUSTMENT GRANT
1964 TO 1968

The hardest blow to the Welland County Roman Catholic Separate School Board and other Separate School Boards was the elimination of the Corporation Tax Adjustment Grant. During the years when the Corporation Tax Adjustment Grant was paid to the Separate School Boards, the Separate School Boards in Ontario reached almost equal status with the Public School Boards. This Corporation Tax Adjustment Grant enabled the Separate School Boards to modernize their school buildings, equip them, pay competitive salaries to their employees, inaugurate in-service training programs, reduce the teacher-pupil ratio, etc.

This Corporation Tax Adjustment Grant was long overdue. It was good for us to see that one-third of the school population of Ontario and future citizens of Ontario were given an opportunity for equal education. Definitely, this grant brought "equality" in the grant structure.

The Public School Boards were not affected by change in Grant Regulations because they did not receive the Corporation Tax Adjustment Grant. They had always received taxes from the Corporations and still do.

Our separate school supporters work in the local industries, yet these factories and commercial businesses do not supplement our taxes in any way. The former Corporation Tax Adjustment Grant set up by the Ontario Department of Education had compensated the separate school boards in Ontario for the lack of corporation taxes.

ALTERNATE PLAN

RE DIVISION OF CORPORATION ASSESSMENT

1. The Province of Ontario should provide a form which a Roman Catholic shareholder of a company could fill out each year and send to the "company", if he so desires, just as he may already have notified the municipality in which he resides of his wishes for his personal property.
2. The "companies" by Ontario Provincial legislation would be obligated to honour the forms filed each year with them by Ontario Separate School Supporters. Each "company" would be obligated to work out the ratio of the company's assessment for public and separate school purposes.
3. The filing period for this form would be during the annual enumeration.
4. These forms would be mailed by the various companies to all the shareholders.

LARGER UNITS OF ADMINISTRATION

At no time was there any inkling given to the former boards in 1968 that there would be a reduction in government grants, elimination of Corporation Tax Adjustment Grant, or inauguration of an equality plan for school boards when County Boards would be established in 1969. This supports its true. The former boards were under the impression that the Ontario Government would see that ample funds would be available in order to make the new County boards a success.

It was our understanding that if the separate school boards acquiesced to legislation establishing larger units of administration for separate schools, sufficient funds would be available for making "equality in education" meaningful. The prime reason of the Ontario Government for establishing larger units of administration for both the public school boards and separate school boards are as follows:

Quotes from speech made by Prime Minister Roberts when he announced that County Boards would be established by the Government of Ontario

1. "Indeed, smelness in education is considered by many to be a deterrent to the development of a modern program of public education."
2. "If we are to continue to accept as our number one priority the equality of educational opportunity, we must recognize that it will remain a costly - but worthwhile - objective. While we have achieved a great deal, further steps can, and will, be taken so that no youngster will be denied an education to the maximum of his ability."
3. "The larger unit will facilitate planning on a broader base and will permit the development of a system of priorities and will enable a realistic provision for the financing of both capital and operating costs. At the same time, it will be possible to ensure that any duplication of accommodation, transportation, staffing and the like is avoiding while establishing the basis for a sound utilization of the tax dollar."
4. "Of particular interest to the ratepayer is the benefit of equalized costs. Under the present system, tax rates can vary greatly from one school area to another for the same educational program. With larger units, the cost of education is spread across the whole of the larger unit. All of the property in this unit will now support the total educational program, thereby eliminating to an even greater degree inequities within the area. It will reduce further financial inequalities between areas."
5. "TO THESE ENDS IT IS THE INTENTION OF THE ONTARIO GOVERNMENT TO PROVIDE ADDITIONAL FINANCIAL ASSISTANCE WHICH WILL FACILITATE THE ESTABLISHMENT AND OPERATION OF THE NEW UNITS."

Larger Units of Administration (Cont'd)

Quotes from speech made by Honourable William G. Davis,
Minister of Education for Ontario re Larger Units of
School Administration for Separate School Purpose,
June 28th, 1968

1. "The major goal of the reorganization is to create educational jurisdictions capable of extending equal educational opportunity to the boys and girls of Ontario."
2. "The availability of broader school programs, the provisions of special services to schools, and improvement in the ability to attract, retain and organize to best advantage its professional resources are all factors which will be an advantage to the new separate school boards as they seek to extend and improve the quality of education."
3. "As will be the case for the new county and district boards of education, the new separate school boards will facilitate planning on a broader base than is now possible in most situations, and will permit the establishment and implementation of a system of priorities in the programming and financing of education in their jurisdictions."
4. "These boards, I am sure, will be able to utilize to the maximum the accommodation, transportation, special services and staff, thus establishing a sound basis for the expenditure of the tax dollar without prejudice to the educational needs of the children."
5. "Other benefits will also accrue from the reorganization in the area of equalization of costs."
6. "THE CREATION OF NEW UNITS FOR PUBLIC, SECONDARY AND SEPARATE SCHOOL PURPOSES WILL PERMIT THE DEVELOPMENT OF A SIMPLIFIED GRANTS PLAN DESIGNED TO REDUCE FURTHER ANY IMBALANCES WHICH MAY STILL EXIST."

Exceptional Children

"Exceptional Children are those children who have physical, intellectual, communicative, social or emotional deviations to such a degree that curriculum modifications and/or special services must be provided for them in schools."

Area of Concern

Provisions by the Welland County RCSS Board

- | | |
|---|---|
| 1. Children with social or emotional problems | (a) Two adjustment counsellors assist pupils within our system.

(b) Full time or part-time special schooling and treatment is provided for approximately 10 pupils at the Child Development Centre. The board pays fees and provides transportation. |
| 2. Children with Learning Disabilities and Reading Problems | There are 12 Special Education Resource teachers - 4 in each area - who work with small groups or individual pupils to help them overcome these problems. |
| 3. Educable Mentally Handicapped Students | The education of these children is generally looked after in our Opportunity Classes. There are 16 of these classes throughout our jurisdiction. |
| 4. Trainable Mentally Handicapped Children | These pupils are looked after in the schools for the Retarded which are located in all the larger centres within our jurisdiction. These children are considered to be in the secondary school panel and the schools come under the jurisdiction of the Board of Education. |
| 5. Physically Handicapped Children | Full time or half-time schooling is provided for our pupils with physical handicaps at the Niagara Peninsula Crippled Children's Centre. Our board pays fees for all and provides transportation for some pupils. |
| 6. Visually Handicapped Children | Our pupils with this handicap attend the School for the Blind in Brantford. Transportation from the school to the home is provided on a weekly basis by our board. |

Area of Concern

Provision by the Welland County RCSS Board

7. Hearing Handicapped Children

We have 13 children attending the school for the Deaf in Milton. Transportation from the school to home is provided on a weekly basis by our school board.

8. Pupils with Speech Problems

A survey of speech problems of all pupils within our jurisdiction was recently undertaken, and all children with serious speech problems have been provided with speech therapy.

As of September 1972 a speech correction teacher has been hired by the Welland County RCSS Board to provide even better service in this area.

9. Psychological Assessment

(a) We have two teacher diagnosticians with Masters degrees in special education who do the initial testing and screening of children referred for assessment.

(b) In addition we have the use of psychiatrists and psychologists in the local Mental Health clinics as well as the psychological assessment facilities of the Children's Psychiatric Research Institute in London, the Sick Children's Hospital, Toronto, Chedoke Clinic in Hamilton, and the Child Development Centre in the Niagara Region.

It is quite apparent, therefore, that the exceptional children within our jurisdiction are well provided for by the Welland County Roman Catholic Separate School Board.

WELLAND COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD

OPERATING COSTS FOR GRADES 9 & 10

FOR THE YEAR ENDED DECEMBER 31, 1971

	<u>Notre Dame</u>	<u>Loretto Academy</u>	<u>Total</u>
<u>Direct Costs:</u>			
Instructional			
Salaries & Fringe Benefits	\$284,759.14	\$ 89,617.44	\$374,376.58
Supplies & Services			
School Office Administration	7,055.00	1,585.00	8,640.00
Plant Operation			
Salaries & Fringe Benefits	9,030.83	-	9,030.83
Supplies & Services (in- cluding utilities)	3,453.44	128.39	3,581.83
Plant Maintenance	1,776.17	92.70	1,868.87
Transportation	26,441.95	4,635.67	31,077.62
Debt Charges	28,508.09	-	28,508.09
Rental Accommodation Charge	18,255.00	5,000.00	23,255.00
TOTAL DIRECT COSTS	<u>\$379,279.62</u>	<u>\$101,059.20</u>	<u>\$480,338.82</u>
Total Indirect Costs	<u>24,621.00</u>	<u>4,868.00</u>	<u>29,489.00</u>
TOTAL COSTS:	<u>\$403,900.62</u>	<u>\$105,927.20</u>	<u>\$509,827.82</u>
Divide by 1971 Average Daily Enrolment	<u>584.2</u>	<u>115.5</u>	<u>699.7</u>
TOTAL PER PUPIL COST	<u>\$691.37</u>	<u>\$917.12</u>	<u>\$728.64</u>

FACTORS WHICH DETER PROPER CURRICULUM

1. There appears to be lack of time in the elementary school system for curriculum development.
2. Program Consultants from the Regional Office are spread too thinly, we do not have a full complement of our own consultants as some of the larger centres.
3. There are no courses for teachers in curriculum development. They are just beginning this year at Brock.
4. In secondary schools, teachers have more time for curriculum development. They have spares, preparation time, earlier dismissal, etc.
5. In secondary schools, there are vice-principals and department heads to assist teachers in curriculum development.
6. In secondary schools, teachers usually teach only in one or two subject areas. In many elementary schools, teachers are responsible for all subject areas especially in Kindergarten to six schools.

7. Teacher colleges in the past did not have curriculum development as part of their program. They are beginning this course this year at Brock.
8. There is lack of co-ordination between elementary and secondary schools. This makes a farce of "continuous progress" and individualization.

The demand of 110 hours for each credit is contrary to the principles of "continuous progress and individualization".

Universities make demands upon secondary schools; secondary schools in turn make demands upon elementary schools.

9. A great deal of work needs to be done in the area of Curriculum Development:
 - convincing all parents
 - although on one hand the Ministry gives us freedom re curriculum development, the Ministry still confines us re ceilings, texts, etc.

10. Principals are asking how do we go about writing reliable curriculum with teachers who have one or two years of training

Principals are becoming less and less as educators and more and more as public relations people, trying to keep everyone happy.

11. There is too much open-endedness - "Everyone is doing his own thing".
12. Teachers are suggesting a four-day teaching week and one day curriculum development and planning.
13. When we have the same resources (financial and personnel) as are available in larger centres, good curriculum will be developed.

14. This is a transitional period and good guidelines from the Ministry are needed. Principals and teachers are not too satisfied with the present guidelines. Better developed guidelines would provide a reliable base. They would be well planned. Likewise, the teacher would be free to supplement the new guidelines and modify them to local needs.

A programme should never be considered as satisfactory; it should always be subjected to critical evaluation.

15. It is believed that a sound basic core programme is the obligation of the Ministry under the present circumstance.
16. The work of principals and consultants on a hit-and-miss basis is not too productive. This is not a complaint regarding Ministry program consultants as individuals. However, for their work to be effective, they should have a smaller working area.
17. It is our sincere belief that we could do a terrific job on curriculum development in our jurisdiction which has some 12,000 children if we had a director of curriculum and a full complement of well-qualified consultants who knew something about curriculum building. Curriculum building is a complex process. A consultant who knows his subject is not always capable of building a curriculum. A curriculum builder must know his subject area and also have knowledge of educational and physical development of a child. This usually means a good background in psychology, educational philosophies, learning techniques, social behaviour, etc.

Many of the consultants are only subject specialists.

Planning a day's work, team planning, mere listing of topics which should be taught, etc. is not curriculum development.

We are not saying that the Ministry should change its policy but we do want to re-emphasize that this is a transitional period. The Ministry of Education should not throw curriculum development into the lap of local authorities without serious thinking. This type of modus operandi has been much too common in the past.

All local authorities do not have the funds, personnel and time for curriculum development.

The Ministry should, in a systematic way, determine who is capable of developing curriculum, supervise it closely and provide the necessary future resources for centres that lack funds and personnel.

We believe in the premise that curriculum development should take place at the school level. There is much to be gained from this type of process. Our concern is that it be done properly. If the curriculum is not developed properly, the child will be the victim.

SPECIAL EDUCATION FOR NEW CANADIANS

In our jurisdiction of the former Welland County, there are a great number of new Canadians who need special assistance on account of language difficulties. Although our Board has lowered teacher-pupil ratio in schools where there are large numbers of children from families of new Canadians, purchased extra learning equipment and engaged additional remedial teachers, we still do not receive any special consideration as the boards in the larger municipalities of Ontario. Please see the enclosed information regarding children from new Canadian families.

Just as the large centres need special consideration for the "inner city problems", we, likewise, do in about the same proportion. A recent survey conducted by our staff shows that about eighteen percent of our children are faced with problems which might interfere with school performances.

In 1972 we received no weighting factor for Special Education Program.

REPORT ON SURVEY OF STUDENTS

AREA #1

School	% of Total Population with Non-English Background	* (1)		* (2)		* (3)		* (4)		
		K-3, Additional Year	4-6 Additional Year	K-3, Individual Help	4-6, Individual Help					
Holy Name, Welland	54/415	13%	6/179	3%	10/119	8%	12/179	7%	10/119	8%
St. Andrew, Welland	204/436	47%	0/190	Nil	0/149	Nil	7/190	4%	5/149	3%
St. Augustine, Welland	83/264	31%	10/118	8%	16/88	18%	3/118	3%	4/88	5%
St. Joseph, Welland	104/250	41%	3/115	3%	8/81	10%	8/115	7%	5/81	6%
St. Kevin, Welland	75/524	14%	20/229	9%	29/185	16%	20/229	9%	29/185	16%
St. Mary, Welland	192/525	37%	14/241	6%	20/169	12%	11/241	5%	9/169	5%
Sts. Peter & Paul, Welland	106/282	38%	12/132	9%	23/94	24%	4/132	3%	2/94	2%
A.T. Clancy St., Thorold	100/484	20%	-	-	6/164	4%	-	-	20/164	12%
St. Charles, Thorold	105/403	26%	1/106	1%	2/297	1%	18/106	17%	20/297	7%
St. Aloysius, Thorold	3/73	4%	2/55	4%	2/18	11%	2/55	4%	2/18	11%
Holy Rosary, Thorold	197/436	45%	27/436	6%	-	-	64/436	14%	-	-
St. Alexander, Fonthill	0/289	Nil	13/137	9%	14/98	14%	10/137	7%	6/98	6%
St. Ann, Fenwick	4/122	3%	1/71	1%	1/30	3%	3/71	4%	1/30	3%

- No. of children who have spent an additional year in the grades from K to 3
 - No. of children who have spent an additional year in the grades from 4 to 6
 - No. of children who need individual help or are receiving individual help in K to 3
 - No. of children who need individual help or are receiving individual help in 4 to 6.

REPORT ON SURVEY OF STUDENTS

AREA #2

School	% of Total Population with Non-English Background	*(1)		*(2)		*(3)		*(4)	
		K-3, Additional Year		4-6 Additional Year		K-3, Individual Help		4-6, Individual Help	
Our Lady of Grace, Ridgway	0/107	-	-	7/61	11%	-	-	11/61	18%
Our Lady of Peace, C. Beach	15/150	4/125	3%	3/25	12%	5/125	4%	5/25	12%
Our Lady of Victory, Jr. Fort Erie	95/399	43/279	15%	26/120	22%	56/279	20%	16/120	13%
Our Lady of Victory, Sr., Fort Erie	15/237	-	-	12/72	17%	-	-	9/72	13%
St. Philomena, Fort Erie	12/169	8/117	7%	7/52	13%	11/117	9%	8/52	15%
St. Antoine, N. Falls (Bilingual)		2/113	2%	6/93	6%	3/113	3%	15/93	16%
Holy Cross, Pt. Colborne	27/154	-	-	13/52	25%	-	-	4/52	8%
Our Lady of Good Counsel, Pt. Colborne	136/290	-	-	37/128	29%	-	-	16/128	13%
St. John Bosco, "	80/201	11/133	8%	16/68	24%	12/133	9%	6/68	9%
St. Joseph, "	(Bilingual)	5/103	5%	13/85	15%	15/103	15%	27/85	32%
St. Patrick, "	10/139	1/87	1%	0/52	Nil	4/87	5%	3/87	6%
St. Teresa, "	116/326	14/266	5%	17/60	28%	30/266	11%	5/60	8%
St. Joseph, Snyder	8/95	13/88	15%	1/7	14%	11/88	13%	1/7	14%
St. Plus X, N. Falls	2/48	-	-	10/48	21%	-	-	5/48	10%
St. Elizabeth, Wainfleet	57/249	12/99	12%	15/89	17%	8/99	8%	6/89	7%
St. Malachy, Wainfleet	2/21	-	-	-	-	-	-	-	-

- *(1) - No. of children who have spent an additional year in the grades from K to 3
- *(2) - No. of children who have spent an additional year in the grades from 4 to 6
- *(3) - No. of children who need individual help or are receiving individual help in K to 3
- *(4) - No. of children who need individual help or are receiving individual help in 4 to 6

REPORT ON SURVEY OF STUDENTS

School	% of Total Population with Non-English Background	*(1)		*(2)		*(3)		4-6 Individuals Help		
		K-3, Additional Year	4-6 Additional Year	K-3, Individual Help	4-6 Individuals Help					
Cardinal Newman, N. Falls	20/124	16%	10/56	18%	15/68	22%	6/56	11%	5/68	7%
Carmel Sr.	96/538	18%	-	-	-	-	-	-	-	-
Father Hennepin	31/223	14%	4/123	3%	12/100	12%	8/123	6%	4/100	-
Co. P. Vanier	146/445	33%	-	-	-	-	-	-	-	-
Holy Family	79/186	42%	33/112	29%	24/74	32%	6/112	5%	6/74	8%
Larry Ward	21/94	22%	9/39	23%	10/57	18%	8/39	20%	5/57	9%
Notre Dame	11/338	3%	3/190	2%	13/148	9%	11/190	6%	25/148	17%
St. Ann	229/255	90%	51/141	36%	50/114	44%	20/141	14%	14/114	5%
St. Francis	17/69	25%	7/38	18%	3/31	10%	7/38	18%	1/31	3%
St. Gabriel Lalonde	70/198	35%	7/120	6%	15/78	19%	10/120	8%	10/78	13%
St. Joseph	127/266	48%	61/150	41%	41/116	35%	21/150	14%	8/116	7%
St. Mary	36/235	18%	2/123	2%	20/112	18%	10/123	8%	2/112	2%
St. Patrick	132/355	37%	51/223	23%	48/132	36%	12/223	5%	5/132	4%
St. Thomas More	121/550	22%	33/327	11%	33/223	15%	46/327	14%	39/233	17%
St. Michael, Chipewyan	7/241	3%	15/140	11%	19/104	16%	8/140	6%	7/104	7%

- (1) - No. of children who have spent an additional year in the grades from K to 3
 (2) - No. of children who have spent an additional year in the grades from 4 to 6
 (3) - No. of children who need individual help or are receiving individual help in K to 3
 (4) - No. of children who need individual help or are receiving individual help in 4 to 6

INNOVATIONS

The Ministry of Education has done very little in directing research. They control all the funds. Why don't they allocate so many dollars per pupil for every Board for research. Very little has been done by the Ministry in saying what is good for education in Ontario.

Much is being asked, indeed, and demanded of our schools. They are expected to prepare children to live in a world vastly more sophisticated sociologically and technologically than has previously been known.

The schools are being asked to take academic responsibility for such controversial subjects as sex education, drug abuse, as well as for the growing complexity of the life sciences and the mathematical and physical sciences and for the implementing of a more sound pluralistic view of the world.

Education, as a whole, is being asked to avail itself of the newest technological developments such as the computer sciences and their devices in the interest of greater efficiency and for more positive results and defensible stand for education in the future.

Metro homeowners to pay lower taxes as school costs cut

Metro homeowners will pay less in municipal taxes this year because of a major drop in the education levy—largest since the Depression, says the Metro. Metro Chairman Albert Campbell said today.

Campbell predicted the average decrease across Metro would be about 1.5 mills—on a house assessed at \$5,000.

Besides the cut in school taxes, he said, increased assessment from new buildings and industry helped to reduce taxes overall.

Metro School Board officials said last night the education levy would be reduced by seven mills—about \$85 on the tax bill of the average home assessed at \$5,000.

The sharp reduction in the school rate is expected to more than compensate for rising costs in other facets of the municipal operation.

The total school tax rate will be 46.16 mills, but the exact cut in the municipal tax bill will vary across Metro—depending on operating budgets set by the city and five boroughs.

BOURNE CITY TAX

Local government operations, for instance, will rise 1.5 mills, or \$7.50 for the average homeowner, under an operating budget approved by Metro Executive Committee last week.

The city is the only one of the six municipalities in the education with a budget already set—adding about \$1.50 to the average bill.

The city's overall tax increase is .55 mills. Trustee William Ross, chairman of the city's board of education finance committee, said the city's school rate would be about the same by fall year.

Therefore, Toronto residents can expect an over-all reduction of about .25—the .55 increase of Metro and the .30 decrease of the school board.

A "significant drop" in school taxes had been forecast last February when the province announced increased grants for education and set a ceiling on the per-pupil cost for each school board.

SURPLUS PROBLEM

However, the Metro decrease was larger than expected. It resulted in a \$18.5 million surplus from last year's operations, and an estimated \$100,000 surplus for this year.

"The educational reduction in taxes is one of the most welcome things the average citizen has heard in the last 10 years," said John Parker, an Etobicoke school trustee, at the Metro School Board meeting held last night to review the budget.

However, he warned that while the taxpayers would benefit, trustees are still left pondering the problem of how to cut spending to meet department of education restrictions.

"Certain boards will not be able to meet their budgets enough," he said.

On Friday, the Metro School Board voted 8 to 7 to make budgets meet the spending restrictions, to maintain the existing number of students in classes, and to keep a permanent staff.

Trustee Flora Nelson said last night that it would be impossible for some boards to meet all these restrictions and would only force

boards to shut the department ratings and go into deficit.

"The motion says we'll keep the schools open with all the people in them, but with no chalk and books... or we'll go into deficit financing."

She said both moves are "irresponsible and dishonest," but she was unsuccessful in winning enough votes to reopen the matter.

Separate school representative Jack Hale said the trustees were facing "political facts of life."

Hale said the government is under heavy pressure to cut education taxes.

"If the government wants to remain in power it must reduce the cost of education. If you think the premier and minister of education will sit idly by and allow the board to ignore the guidelines and be a threat to their position, you're sadly mistaken."

He has cut this year as possible because of increased assessment, increased government grants, and a surplus from last year.

The Metro board and the five area boards ran a surplus of \$18.5 million in 1969. The grants were larger

than expected, increased fringe benefits paid to staff didn't begin until September, although they had been budgeted over a 12-month period, and revenue raised from increases in assessment made up most of the surplus.

Added to the surplus is another \$5,000,000 in grants towards purchase of school sites.

Item	1969-70	1970-71
Operating	\$1,200,000	\$1,250,000
Capital	\$500,000	\$500,000
Debt Service	\$1,000,000	\$1,000,000
Reserve	\$1,000,000	\$1,000,000
Total	\$3,700,000	\$3,750,000

money generated by increased taxes. Metro's budget hasn't been officially set yet.

The department restrictions on spending make it impossible for the board to impose additional taxes except for a small local levy that area boards can use to pay for such extraordinary expenses as school swimming pools.

The tentative Metro School Board figures show that the provincial government will cut the rate, public school trustees will cut the rate, public school trustees will cut the rate, public school trustees will cut the rate.

School boards now have until April 12 to set local budgets within departmental spending limits. Across Metro this means \$18 million must be cut from an estimated spending budget of \$370 million.

This newspaper article shows that the Boards with large corporation assessments have millions of dollars in surplus funds.

In 1971 the Metro Board of Education and the six borough boards of education had a surplus of 24.5 million dollars in 1971.

These boards could operate their schools without Government grants. In fact, some of these large boards would prefer this type of operation. Thus, they would be free from the Ontario Government interference and ceilings for expenditures. These ceilings still do not bother some of these large boards that have ample corporation assessment because under "Extraordinary Expenditures" they can spend considerable sums of money for libraries, gyms, replacement of furniture, desks, school equipment, etc.

While these boards with large corporation assessments have unlimited source of funds for ordinary and extraordinary expenditures, many school boards (public and separate) have a difficult time in obtaining sufficient funds to meet expenses under the "Ordinary Expenditures".

It is the old story of the "Haves and the Havenots".

Brief 111 - Public School Facilities in Prescott County

The most recent estimates for growth in the Hawkesbury area show:

- (1) 10 new industries confirmed for Hawkesbury
- (2) 12 more industries currently negotiating seriously with the town of Hawkesbury and the Federal Government.
- (3) more than one new industry planning to locate in the Townships.

If one-half of the industries presently negotiating decide to locate in this area, it is reliably estimated that by 1974 there will be 2,000 primary jobs above the present number, and 600 new secondary jobs. This means that the labour force will have almost tripled from 1963 to 1974.

The government uses the following formula to estimate population growth.

$$\text{number of new jobs} \times 4.5 = \text{population increase}$$

If we consider only the primary jobs this could mean $2,000 \times 4.5 = 9,000$ increase in population within the Hawkesbury - Vankleek Hill - L'Orignal area.

Since new industry attracts young families to an area, it is not at all unreasonable to expect that we could have an increase of 300 pupils by 1974.

The school that the board has proposed for Pleasant Corners provides a new shell for the existing facilities in Hawkesbury and Vankleek Hill plus 1 extra kindergarten, 1 music room, and two opportunity classes. This school has been described by the area superintendant as of maximum size with no possibility of permanent additions. It is quite obvious that by 1974 a second new school will be necessary for 250 to 300 children. Where will it be built?

The board's one-school concept may well have been adequate for the area when it was originated, since at that time there was no indication of growth in the area. However, today it is totally inadequate. Its main weaknesses are:

- (1) no scope for permanent expansion
- (2) very costly; yet a new school would be necessary within 5 years
- (3) An additional 300 children would have to be transported. This along with extra mileage on most of the existing bus routes would cost an additional \$30,000 and, with the bulk of the transportation being along an already overcrowded and obsolete highway would only add to the possibility of a major bus accident in our area.
- (4) It has been said that the board plans to eventually use this school as a senior school and establish junior schools in Vankleek Hill and Hawkesbury. This would re-open the bitter rivalry for a school that had a great deal to do with the board choosing the present site as a compromise.
- Of importance is the fact that the open-concept design for the proposed Pleasant Corners school is one that is primarily intended for junior schools. This does not fit with a plan to make it a senior school.
- (5) no possibility for taking advantage of community facilities
- (6) completely inadequate lunchroom facilities
- (7) only sports programme can be at noon hour, yet lunchroom shifts will considerably curtail this.
- (8) present pupil population is now beyond optimum for one school of the proposed design
- (9) removes public school facilities from two large existing centres for no good reasons.
- (10) provides no facilities that could not be provided in 2 smaller schools, yet costs more.
- (11) would construct expansive and expensive playground, recreation, and educational facilities where no after-school use can be made of them.

Alternative Proposals of the Regional Association of Public School Supporters

These alternative proposals are both based on the following guidelines with shifts only in emphasis

- 1: - They must both provide equal educational opportunity to the school proposed by the board.
- 2: - They must provide ready expansion during the next five years.
- 3: - They must be based on the principle of first measuring the resources available, that is, what the ratepayer can afford, then planning the best possible educational facilities to match these resources. This is the principle proposed by the Minister of Education, Hon. William Davis, in May 1968 during his convocation address to McMaster University.

Alternative No. 1

This is an updating of our brief no. 11 so that it matches the reduced educational facilities now offered by the board in their revised plans for Pleasant Corners. The only change from our previous proposal is that the Home Economics and Industrial Arts rooms have been removed from the K-8 school (which was known as school "T"), and the change rooms have been reduced in size.

Our revised building forms are shown below designated "R" & "S"

K-8 school - "R"

Eligible Spaces		pupil loading		Net Functional Floor Area		Accommodation Units	
Description	No.	K-6	7-8	square feet subtotal	square feet total	Gen'l	Sr.
Classrooms	9	315		730	6570	1260	2160
Kindergarten	1	40		1150	1150	170	240
Sp Ed - Sr Op	1	20		800	800	172	240
Pr Op	1	12		800	800	172	240
Lunch Room	1			1100	1100	99	234
Health Unit	1			150	150	14	42
Guidance Centre	1			250	250	33	74
General Purpose Room	1			2400	2400	333	720
change rooms	2			500	1000	140	325
Library Resource	1			1500	1500	250	580
						2643	4855
Music Room	1	35		1000	1000	179	354
Art Room	1	35		900	900	158	320
Science Room	1	35		800	800	147	252
						484	920
totals		492			18,420	3127	5781

Approved Cost - General = $2643 \times \$174 = \$459,832$
 Senior = $926 \times \$124.60 = \$115,380$
\$575,262

Approximate Gross Floor Area = $18,420 \times 1.75 = 32,235$ sq. ft.

Calculated Cost - $32,235 \times \$20 = \$644,700$
 38,682 - architect
 19,341 - contingencies
 30,829 - equipment
\$733,552

78.42% eligible for grant:

Yearly debt charge at 7 1/2 % = $70,421$
 Grant (70% - 78%) $33,647$
 Left for local taxpayer $\$31,774$ 2.9 mills

The school board should be able to stay within these estimated costs because this school would be built in town, and while we commend pleasant surroundings there is no need for elaborate architectural design.

School "R" above, and school "S" on the next page have already been described in their original form by Mr. Gillies (Area Superintendent) as being equivalent to the board's proposed school.

No. 6 school "S"		loading		Net Functional Floor Area		Accommodation Units
Description	No. K-6			sub-total	total	Gen'l
classrooms	9	315		730	6570	1260
Kindergarten	1	40		1150	1150	170
Ungraded Opportunity	1	16		800	800	164
Lunch Room	1			1100	1100	99
Health Unit	1			150	150	14
Guidance Centre	1			200	200	27
General Purpose	1			2400	2400	333
change rooms	2			425	850	72
Library-Resource	1			1125	1125	190
		371			14,345	2329

Approved Cost = $2329 \times \$174.35 = \$406,061.00$

Approximate Gross Floor Area = $14,345 \times 1.75 = 25,103$ sq. ft.

70.04% eligible for grant

Yearly debt charges at $7\frac{1}{4}\%$ = 355,798

Grant(70% of 70.04%) 27,357

local annual tax 28,441

2.58 mills

The plans for "R" & "S" show the following advantages over the board's proposal:

- (1) Each school can readily be expanded to double its size at minimum cost to the ratepayer as the school population increases.
- (2) There would be a minimum of extra transportation required. The extra transportation where required would be for the most part 15 cents per pupil per day instead of 50 cents.
- (3) The total lunchroom area in the two schools would be 2200 sq.ft., or almost as large as the 2472 sq.ft. now planned at Pleasant Corners. However, since most children living in Hawkesbury and Vankleek Hill could go home for lunch, these facilities could more adequately serve the children from the country who have to stay for lunch.
- (4) The change rooms in each of the schools are larger than those in the school now being proposed by the board. The senior school "R" could have shower facilities which have been removed from the Pleasant Corners proposal.
- (5) If located in Hawkesbury and Vankleek Hill these schools could take advantage of all the municipal services now offered in the communities or connect on when future services become available. These services include water, sewer, medical, police and fire protection, social activities (Guides, Brownies, bowling, etc.)
- (6) Schools located in the municipalities will encourage orderly subdivision and growth in the established municipalities.
- (7) Both schools "R" and "S" need not be built the same year. A new school could be built immediately in Vankleek Hill and the new school in Hawkesbury could come a year, or at the most, two years later. In this way the increase in mill rate would be spread over a longer time to the advantage of new assessment in the area.

Alternative No. II

This alternative is new. It makes maximum use of existing facilities, provides more adequately for the expected growth in the area, provides schools in Hawkesbury and Vankleek Hill equivalent in size to the existing facilities, provides educational opportunity that should be equal to or better than that proposed by the board, - all at considerably lower capital cost. This is a five year plan which will ensure that our children will not suffer from overcrowding during the time of expected rapid growth in the area. This plan provides for growth in 3 phases over a 5-year period.

These 3 Phases are outlined below:

Phase I:

Open a kindergarten to grade eight (K-8) school in Vankleek Hill in January 1971.

New construction would provide 1 kindergarten, 2 special education classes, 9 classrooms, 1 Library, and 1 General Purpose room. The existing portables would provide 2 lunchrooms, 1 music room, and 1 extra classroom if desired.

Phase II:

Open a K-8 school in Hawkesbury having a senior wing in January or September 1972. This will coincide with the period of maximum growth in the area.

New facilities would include 8 classrooms, science, art, and music rooms, 1 special education room, 1 library, and 1 general purpose room. This would be almost identical in size to the possible new school in Vankleek Hill. Here again 2 existing portables would be used as lunchrooms which normally get low grant. During this phase the present Hawkesbury Public School is stripped of its portables to reduce the fire hazard. It then becomes a K-3 school and could provide facilities for Industrial Arts and Home Economics. It would also provide the needed expansion valve for population growth up to 1974. During this phase the Vankleek Hill school would become a K-6 school releasing two classrooms for expansion purposes.

The net gain in facilities during this Phase would be 2 classrooms in Vankleek Hill and 3 classrooms in Hawkesbury, plus 1 special education, 1 home economics, 1 industrial arts, and 1 vacant portable in Hawkesbury.

Phase III:

This would be scheduled for 1974 or 1975. During this Phase the old Hawkesbury Public School would be retired and the needed permanent facilities would be added onto the new Vankleek Hill and Hawkesbury schools in accordance with the current needs in each municipality at that time. At the same time the portables would be replaced by permanent facilities. These changes would be made at a time when the assessment base would be expanded considerably over the present level so that the increase in mill rate would be minimal.

The building forms for these proposals are given below:

Phase I - K-8 - reverting to K-6 for Phase II.

"V"

Eligible Spaces		pupil loading	Net Functional	Floor Area		Accommodation Units	
Description	No.	K-6		square feet subtotal	total	Gen'l	Sr.
Classrooms	9	315		720	6480	1260	
Kindergarten	1	40		1100	1100	168	
Special Ed - Jr Op	1	12		800	800	172	
Sr Op	1	20		800	800	172	
Library Resource	1			1350	1350	208	
Health Unit	1			150	150	14	
Guidance Centre	1			200	200	27	
General Purpose	1			2400	2400	333	
change rooms	2			320	640	56	
		387			13,920	2410	

Approved cost = 2410 x \$174. = \$419,340

Approximate Gross Floor Area = 13,920 x 1.75 = 24,360 sq.ft.

Calculated Cost: 24,360 x \$20. = \$487,200

29,232 - architect
14,616 - contingencies
32,497 - equipment

\$ 563,545 - total

74.41% eligible for grant

Yearly debt charges at 7 1/4% = 54,235

Grant (70% of 74.41%)

Local annual cost

28,242
25,986

2.36 mills

Case 11 - 4-8

"H"

Eligible Spaces		pupil loading		Net Functional Floor Area		Accommodation Units	
Description	No.	k-6	7&c	square feet subtotal	total	Gen'l	Sr.
Classrooms	8	280		720	5760	1120	1920
Special Ed. & Ungraded	1	16		800	800	172	240
Library Resource	1			1350	1350	208	580
Health Unit	1			150	150	14	42
Counseling Centre	1			200	200	27	66
General Purpose	1			2400	2400	333	720
Storage rooms	2			500	1000	140	325
		296				2014	3893
Music room	1		35	1000	1000	179	354
Art room	1		35	900	900	158	320
Science room	1		35	800	800	168	400
					14360	505	1074
						2519	4957

Improved Cost - General 2014 x \$176.90 = \$356,276
 Senior 1074 x 131.50 = 141,231
 497,507 - total

Approximate Gross Floor Area - 14,360 x 1.75 = 25,130 sq.ft.

Calculated cost - 25,130 x \$20. = \$502,600
 30,156 - architect
 15,078 - contingencies
 36,847 - equipment
 584,681

5.09% eligible for grant
 Early debt charges - \$56,270
 Grant (70% of 5.09%) - 33,516
 Local annual cost 22,754

2.07 mills

- This 5-year plan has all the advantages of (1) to (7) listed for Alternative 1. Additional advantages are:
- (8) much improved grant and therefore lesser increase in mill rate.
 - (9) ensures that there will be no overcrowding in the next 5 years
 - (10) ensures that there will be no need for further capital outlay before 1974. The board's Pleasant Corners proposal and Alternative 1 require yearly capital outlay to keep pace with expanding population.
 - (11) provides Home Economics and Industrial Arts facilities that are otherwise impossible.
 - (12) makes maximum use of portables which have already been paid for to provide facilities which would otherwise get low grant.

A quick glance below will give the financial picture for capital costs for the board's proposal and our two alternative proposals:

	Pleasant Corners	"R & S"	"H" & "V"
Expected total cost \$	1,363,000	733,552	584,681
Annual debt charges \$	131,000	70,597	56,270
Grant (figuring 70%) \$	64,800	38,753	33,516
Left for taxpayer \$	66,800	31,844	22,754
Mill rate increase, mills	6	2.89	2.07
Net mill rate increase	7 ¹	5.47	4.43

* This figure includes 1 mill which will be a minimal additional cost for transportation.

COUNTY PUBLIC SCHOOL

P. 2

Present School

Population Distribution:

East Hawkesbury	79
Plantagenet	10
North Plantagenet	17
Alfred Township	6
Caledonia	25
L'Orignal	45
West Hawkesbury	153
Hawkesbury	144
Vankleek Hill	124
Longueuil	24
South Plantagenet	25

Step 9 — The Township of South Plantagenet and Town of Hawkesbury Councils were reapproached by Board representatives. Hawkesbury Council defeated the resolution to approach County Council by a vote of 4-1 on July 15th. A copy of the motion to defeat is listed hereunder — that the "Town Council is unanimously in favour of this project, but the site chosen by the Board will be detrimental to the economic and industrial expansion of the region".

The Township of South Plantagenet approved the original resolution on July 22, 1962.

With approval of South Plantagenet a majority of the municipalities (by assessment) had requested Council to undertake the debt-venture issue.

Step 10 — On Aug. 14th, the United Counties of Prescott and Russell were approached by the P.C.S.A.B. and approved in a recorded vote of 18-3, the following resolution:

"that the County Clerk-Treasurer be and he is hereby authorized and directed to write the Ontario Municipal Board requesting approval of the undertaking of the Prescott County School Area Board to construct and equip a new school at a total estimated cost of \$1,583,000."

Step 11 — On the strength of the resolution the Bank of Nova Scotia, 1000-111, Street, approved a loan for the purchase of the school site.

Step 12 — A large representation of the Board attended a meeting of Longueuil Twp. Council to discuss further the school site and other steps taken by the Board.

Step 13 — The Board received a letter from Council of the Village of L'Orignal stating that the original resolution passed earlier by themselves was to be rescinded.

Step 14 — The Board sought legal counsel on further progress and was informed by its solicitor that future steps should not be taken requiring outlay of money, until the Ontario Municipal Board had approved Countie's Council's resolution.

It is at this point where the situation now stands, and the Board anticipates a decision from OMB in the immediate future.

Why Chosen Site Selected

Hours of discussion took place within the Board, concerning the choice of site. As stated earlier each Board member established different values to each point — however, the final choice of the Board was unanimous on the suitable site. Listed below are reasons voiced in reaching such decision:

1 A school located in either towns of Vankleek Hill or Hawkesbury would lose identity as a county school and jeopardize the educational opportunity of the rural and urban population not contained within the boundaries of the chosen urban municipality.

2 Transportation to a single school wherever it be located would be a major undertaking. Regardless of the school's location within the county, approximately 90% of the pupils would necessarily be transported. In this vein, the best area for transportation purposes would be at a point where east-west north-south arteries would provide best dispersal of buses. The chosen site supplies such provision.

3 Water and sewage although not attached to municipal services,

were considered by architect and engineer to be of small detrimental nature.

4 Health (hospitals) and police protection (OPP Headquarters with 55 men) would be within 4 miles and 2 miles respectively.

5 Location outside of urban limits would not have as great a detrimental effect on industrial and economic expansion of the area as predicted by some individuals. Statistics on the point are not available from Ontario Trade and Industrial branch, and differences of opinion are commonplace between industrialists and regional developers.

6 The Retarded Children's School is located adjacent to the selected site and has future needs and plans for expansion. Shared facilities are possible and indeed advisable.

7 Site is fully covered by fire protection, through an agreement finalized on Nov. 20, 1967, between the Township of West Hawkesbury and town of Hawkesbury.

8 Price per acreage is deemed reasonable for the particular parcel of land (\$500. per acre for 25 acres) part of a farm destined for housing development.

REGIONAL ASSOCIATION OF PUBLIC SCHOOL SUPPORTERS

No. 6

NEWSLETTER

June 16, 1969

This newsletter reports on two meetings of the Public School Trustees and one Board of Education meeting. It also includes pertinent information on the Secondary School budget showing reasons for the higher costs this year. A detailed account is given of the Public School budget for 1969 in comparison with 1968. A break-down of the Board's expenses is given, as well as a detailed list of the levies imposed in each municipality in Prescott and Russell. This shows that the total levy in Prescott County for Public School purposes in 1968 was \$130,010. This is up to \$238,363 in 1969. This year only, the government is paying a \$64,606 subsidy so that the municipalities are left to pay \$173,770. The increased costs this year do not include the cost of any new schools.

Unless some strong government action is taken to increase grants to rural areas, we can count on a substantial increase in taxes again next year along with the cost of one or more new schools.

*** See end of newsletter for a Board of Education news release dated Monday June 16th.



Public School Trustees Meeting - Hawkesbury - May 5, 1969

Mr. Dunsmore reported that some of the teachers had visited an open concept school in Montreal among other places on Teacher's development Day. He also reported that three teachers had resigned. These were Mrs. Warack, Miss Mehner, and Miss L. MacEwan.

The Board will hire seven new Public School teachers to fill the vacancies and expand the teaching staff; one extra teacher will be needed in VKH and three in the new school in Russell.

The lowest quotation for a portable classroom was from Colonial Homes at \$6,496; Greenlane quoted a slightly higher price. It was reported that a room could be rented from the Catholic school adjacent to the playground of the VKH public school for the sum of \$1,000/year. This included heat and light. (It has since been learned that the Board is going to divide a large classroom in the VKH school into two for next year, and rent a portable if necessary.)

Mr. LeRoy reported on a conference which he attended. The sessions he attended dealt with school construction. He learned that contractors are adding 5 to 8% on to estimates expecting that OMB will delay one to three months in giving approval. He reported that the cost of new schools could be reduced if standard plans for schools were available instead of having new plans for each new school. The cost of schools in the Toronto area average \$24/sq.ft. while a new school in Kenata will cost \$18.50/sq.ft.

A letter from Jack Histed was read which asked for an explanation of the deficit incurred by the Prescott County Board in 1968 and for a progress report on the plans for a new Public School in Prescott County. The Trustees agreed to send a written explanation of the deficit. Mr. Forbes explained that the 84 acre farm was being surveyed for boundaries and contours. The P.S. Trustees would not decide where on the farm to locate the school until the topographical survey was complete. Then they planned to drill for water and test the soil for septic tank and tile bed purposes.

Board of Education Meeting - Hawkesbury - May 9, 1969

Committee Reports:

Hiring Committee;

The hiring committee reported that the new principal for the secondary school in Hawkesbury would be Mr. Fernand Lortie of Embrun. Mr. Lortie was the only applicant who was bilingual and met all the other requirements for the job. He will replace Mr. Comtois who is the new Superintendent of Secondary Schools. It was also reported that the Board has a general policy that all positions be advertised and that all applicants be considered.

Salary Committee;

The salary committee reported on the negotiations in progress with the teachers. The salary schedule for Secondary School principals was announced as follows:

small schools (under 500 pupils) -	\$17,000 to \$18,500
medium schools (500 to 800 pupils) -	\$18,000 to \$19,500
large schools (over 800 pupils) -	\$19,000 to \$20,500

with an annual increment of \$500/year up to the maximum.

Public School Report;

The Ontario Education Capital Aid Corporation sent the by-law for the Russell School debenture back to the Board in revised form. The amount of the debenture was increased to the next even thousand dollars, that is \$140,000, and the interest rate was $7\frac{1}{4}\%$. The debenture is repayable over a period of 20 years with payments twice yearly starting June 1st 1970.

Report from Administration;

The Board must lay out a 5-year capital budget plan as soon as possible. Municipalities in the two counties cannot get any capital expenditures approved by OMB before the Board gets its 5-year budget in. This implies that the Board's debentures will affect the borrowing power of the municipalities.

Mr. Mageau reported that the Board could rent 5 classrooms in the Rockland Separate School for \$400/month to house occupational students who are now travelling to Ottawa.

Mr. Mageau also reported that the VKH secondary school had 500 students but could comfortably accomodate 675. He suggested that an attempt be made to enlarge the VKH district to include approx. an extra 50 grade 9&10 pupils who would otherwise go to Hawkesbury. This would relieve the pressure at Hawkesbury so that the number of new portable could be decreased by two.

At present the pupil to teacher ratio in the various high schools are:

Vankleek Hill	- 14.5 : 1
Hawkesbury	- 17.7 : 1
Plantagenet	- 20.5 : 1
Casselman	- 19.0 : 1
Rockland	- 20.8 : 1
Embrun	- 20.4 : 1

If VKH were to get an extra 50 pupils the ratio would go up to 16 : 1 more in line with the rest of the schools. The Board approved enlargement of the VKH district so that 50 or all of that number that are possible extra pupils will go to VKH in September.

The Board announced that its next meeting which would be closed to the public would be on May 14 to work on the budget.

PUBLIC SCHOOL TRUSTEES MEETING - RUSSELL - June 2, 1969

Two representatives of a company selling school and library equipment addressed the trustees. The average cost of furnishing a new school is \$20 to \$25/pupil. The trend in classroom furnishings is away from separate desks for each pupil. Instead 2 or 3 pupils share a table. Tables are available which can be adjusted in height from 23" to 30" to accomodate all sizes of children. However there are 4 or 5 different chair sizes. A plan for library equipment was presented, the cost being \$2552. This is less than the \$3000 eligible library allowance. Presumably the rest will be spent on books.

Mr. Dunsmore reported that Mrs. McPhee would be working 1/2 time for himself and Mr. Leroy at the new offices on Bertha St. and 1/2 time for the Secondary School. Next year the secretaries for the VKH and Hawkesbury public schools will work 3 half-days/week and the new secretary for the Russell school will work 2 half-days/week. The position of secretary for the Russell school will be advertised.

The present secretaries and caretakers will be kept on the staff for next year.

Russell Construction

The new school has been located further back on the lot than was originally planned. It now clears the old building so that construction can proceed without tearing down the old school. Expected completion date is August 31, 1969. It is expected that OARC approval will be received in a week or so for the revised tile bed system. (Verbal approval has been received as of June 11, written confirmation is to follow soon).

It was reported that Casselman owes back taxes of \$5,000 for as far back as 1964. Cambridge township is also in arrears.

The salary schedule for Public School teachers was approved as follows:

Primary school level 1	- \$5,100	to \$6,900	
"	"	2 - 5,500	8,200
"	"	3 - 6,100	9,400
"	"	4 - 6,800	11,300
"	"	5 - 7,100	11,900
"	"	6 - 8,200	13,500
"	"	7 - 8,600	14,400
			Secondary level 1
			" " 2
			" " 3
			" " 4

(The above schedule was approved by the Bd. of Education on June 13th)

Prescott School Construction

The cost of the survey of the 84 acre farm was \$980, and is to be paid out of the construction loan account. The topographical survey is complete. The architects expect to be ready to discuss the site and plans with the P.S. Trustees by June 12th.

BUDGETS

Secondary School Budget:

The budget for secondary school purposes this year calls for a gross expenditure of \$3,638,281. The revenue from 1968 was \$2,987,243 so that in order to meet increased costs an extra \$651,038 must be raised this year. The Ontario Government has a policy for this year that the mill rate should not be increased more than 5 mills based on a "Provincial Equalization Factor" which may be different for each community. Therefore, for this year only, a subsidy is to be paid from Toronto in the amount of \$208,613. This is a one time gift. Next year this money will, in all probability, have to be raised by the municipalities unless the grants are substantially increased. The amount levied against the taxpayers of Prescott & Russell this year will be \$1,412,491. The provincial subsidy is 14.7% of this year's levy.

The new Board of Education has combined the former Hawkesbury, Vankleek Hill, Nation District, & Embrun High School Boards which had a total of 6 schools to look after. It is obvious that the new combined Board costs more to operate than the total of the previous boards. Some of the expenses this year are of a one time nature such as the work done in the old Rozon store in order to convert it to offices for the Board. Other expenses would have been imposed on the old boards had they continued in operation, for example, the recent construction at both Hawkesbury and Vankleek Hill high schools would have increased the annual debt charges as well as the cost of operation and maintenance. Other increased expenses this year are of a continuing nature, for example increased teacher's salaries.

As mentioned in a previous newsletter, the Board is planning to increase the number of teachers in order to bring the pupil teacher ratio to approx. 17:1, which is more in line with the norm for Ontario. These extra teachers will affect the budget for 4 months this year.

The Board has a deficit of approx. \$400,000 from last year. Repayment of this deficit is not included in this year's tax bill. The apportioning of responsibility for repayment of this deficit has not yet been completed by the board of arbitrators. This year we will be asked to pay the bank interest on this amount; next year the area responsible for the deficits will have to start paying extra taxes in order to repay the principal.

The residential mill rate for secondary school purposes in the Village of L'Orignal was 23.64 in 1968; it will be 27.46 in 1969. The commercial mill rate was 26.27 in 1968 and will be 30.51 in 1969. These rates will be slightly different for the other municipalities due to the application of the Provincial Equalizing Factor.

All indications are that the taxes for 1970 will be even higher. The Board's best hope for holding the line appears to be to reduce transportation costs by elimination of duplication of bus routes and, in the case of the Nation District area, by providing a wider range of courses which can only be done in a new school. This would save on transportation of commercial and technical and occupational students to Hawkesbury and Ottawa.

Mr. Mageau says that about 70% of the increase in costs for this year over last is accounted for by the increase in teaching staff and the equalization of salary schedules for the 6 schools. For the secondary teachers, the best features of the salary schedules of the various old boards were incorporated into the new salary schedule.

Comparison of the new elementary and secondary school salary schedule with those from other boards across Ontario shows that salaries and fringe benefits in Prescott & Russell are as good as in the rest of the province. Perhaps now we will have fewer teachers resigning each year in order to get better jobs elsewhere. Ability to attract and keep experienced teachers in this area should improve the quality of education offered in our schools.

Mr. Clement, the business administrator for the board, indicated that the only area where next year's budget might be cut is in the cost of transportation. He stated that a thorough study would be made in order to minimize transportation costs, by elimination of duplication in bus routes and establishing feeder lines.

Public Elementary School Budget:

The total expenditure for 1968 for the area of Prescott & Russell included in the new Board (Clarence Township excepted) was \$447,546. The budgeted expenditures for 1969 are \$ 572,684, which is an increase of \$125,138. Of this increase approx. one half (\$65,700) is due to the cost of tuition and transportation for 82 children from Clarence Township who are attending Meadowview and Riverview schools in Cumberland Township. The levy for Clarence Twp. is \$9,891 with a grant of about \$10,000 with a total close to \$20,000. Thus, the remaining cost for these children (\$45,700) must be met by grant and subsidy, and by levy on the rest of Prescott & Russell.

In four lines this budget could be summarized as follows:

Budgeted total expenditures	-	\$572,684
Government Subsidy	-	67,873
Government Grants	-	290,320
Levy	-	214,473

The following is a comparison of 1968 and 1969 budgets:

	<u>1968</u>	<u>1969</u>	<u>change</u>
Administration	25,495	30,700	up 5,205
Operation & Maintainance	38,840	36,500	down 2,340
Instructional- Salaries	228,601	266,619	up 38,018
supplies	31,475	25,100	down 6,375
secretarial		4,800	up 4,800
Tuition fees to other boards	18,549	73,700	up 55,151
Transportation	88,867	100,000	up 11,133
Portable classroom		3,000	up 3,000
Interest on construction loan (Russell)	15,940	15,940	up 15,940
Interest on debt charges (rural school-Caledonia)	448	448	---
Taxes cancelled	1,376	1,200	down 176
Field trips, PSI, etc.	9,166	7,350	down 1,816

Again it should be made clear that the \$38,018 increase in teacher's salaries includes the cost of four additional teachers from September to December. There will be one additional teacher in VKH and three in Russell.

Let us look now at the levies for Public School purposes (see page 6) The 1968 levy in Prescott County was \$130,010; the 1969 levy without subsidy is \$238,363 or 183% of the 1968 levy. This is an extreme increase in cost especially when one considers that Prescott had a County board last year and the change involves the addition of part of Russell County to form the new school area. Note that the increase in levy for Russell County is small. This is because they paid a much higher mill rate last year than did the taxpayers in Prescott. This year the taxes in Prescott and Russell should be the same for properties of the same real value.

Note also that the levy on the Town of Hawkesbury is over 51% of the levy in Prescott County, and over 42% of the levy for both Prescott and Russell. It does seem more and more illogical to take away public school facilities from the one town in our two counties that pays so much of our taxes and could expand to contribute even more.

Worth keeping in mind is the realization that much of the commercial assessment in Hawkesbury that is now being paid to the Public School could be diverted to the Separate School. This could result in higher taxes for the remaining Public School supporters in Prescott and Russell.

This is likely to happen if and when the Public School mill rate becomes higher than the Separate School mill rate. Our Public School Trustees should do everything in their power to keep our mill rate down.

LEVIES FOR PUBLIC SCHOOL PURPOSES

<u>Municipality</u>	(Prescott County)			
	<u>1969 levy</u> <u>without subsidy</u>	<u>gov't</u> <u>subsidy</u>	<u>1969</u> <u>net levy</u>	<u>1968</u> <u>levy</u>
Hawkesbury	121,713	31,312	90,400	66,675
West Hawkesbury	32,472	11,335	21,136	15,790
Vankleek Hill	24,738	7,152	17,586	12,968
East Hawkesbury	18,992	4,919	14,073	11,385
Caledonia	7,711	1,233	6,478	5,354
South Plantagenet	6,966	1,411	5,554	4,383
Longueuil	6,712	1,986	4,725	3,597
L'Orignal	6,686	2,463	4,222	3,291
North Plantagenet	5,156	657	4,499	2,924
Village of Plantagenet	2,993	1,033	1,959	1,321
Twp. of Alfred	2,564	660	1,903	1,448
Village of Alfred	1,090	355	735	544
St. Isadore de Prescott	590	90	500	330
sub total	238,363	64,606	173,770	130,010
(Russell County)				
Twp. of Russell	25,198	2,682	22,515	20,000
Twp. of Clarence	9,891	nil	9,891	unknown
Town of Rockland	6,076	nil	6,076	unknown
Casselman	1,477	94	1,383	1,223
Twp. of Cambridge	1,321	484	837	507
sub total	43,963	3,260	40,702	
Grand Total	282,326	67,866	214,472	

We can be sure that the tax rate is not going to go down next year. In fact, if a school is built at Pleasant Corners then the Public School tax picture could well be as follows:

<u>1968</u>	<u>1969</u>	<u>1970</u>	
13.71	17.96	17.96	(mills) (L'Orignal figures, others are proportions)
		+ 1.9	(Russell School)
		+ 7.5	(Pleasant Corners)
		+ 1.3	(extra transportation to Pleasant Corners)

total 28.66 mills

28.66 mills! And this would be a minimum!

To our trustees we say, "What are you doing about this? We're soon going to be taxed right out of our homes!"

June 16th: BOARD OF EDUCATION WILL CONSIDER ALL BRIEFS RE SECONDARY FACILITIES IN NATION DISTRICT.

RETARDED CHILDREN'S FACILITIES WILL BE EXPANDED ACROSS COUNTIES.

(details in next newsletter)

ELEMENTARY PUBLIC SCHOOL FINANCIAL STATEMENT FOR 1971 and BUDGET for 1972

by Jack Histed

At the Board meeting on June 14th Mr. LeRoy withheld copies of the 1971 financial statements from the reporters for the E.O. Review and Le Carillon until after the auditor had finished explaining the contents to the trustees. This made it impossible to follow what the auditors were talking about. It is very hard to explain why Mr. LeRoy chose to do this since he had assured me on the telephone earlier in the day that he had a copy for me.

The 1972 budget in the amount of \$1,096,259 was presented to the press on a sheet of paper measuring 6 1/4" X 8 1/2". One can only wonder what information was on the bottom 4 3/4" of the page which could not be made public. It was very obvious that something had to be cut off with scissors. The budget was passed in the form of a motion without explanation or comment.

Another innovation at the June 14th meeting was the passing of the Public School motions and report without reading them aloud. This does speed up the meeting but done in the manner of June 14th it withholds information from the public which should not be withheld. Perhaps in future the press will be given copies of reports which are presented in printed form only.

For ease of comparison, the 1972 budget and the auditors' report for 1971 are presented in the following table along with data from the audits of 1970 and 1969:

<u>EXPENDITURE</u>	<u>BUDGET</u> <u>1972</u>	<u>1971</u>	<u>1970</u>	<u>1969</u>
Business administration	34,500	28,099	21,138	17,339
Instruction	453,225	440,007	367,789	310,158
Educational services	22,000	11,231	6,785	5,991
Attendance, health, food	15,700	12,480	3,205	4,517
Plant operation & maintenance	96,450	79,823	42,526	36,064
Transportation	186,300	158,236	124,461	106,330
Tuition fees	97,000	93,365	93,879	70,505
Debt charges on capital borrowing	178,409	198,086	64,607	24,698
Other expenditures	<u>12,675</u>	<u>11,284</u>	<u>5,361</u>	<u>5,242</u>
Totals	1,096,259	1,032,611	729,751	580,844
<u>Recoveries of Expenditure</u>				
Other school boards	14,987	9,134	4,960	3,714
Government of Ontario	- -	482	- -	- -
Other revenue	<u>27,500</u>	<u>105,841</u>	<u>2,586</u>	<u>713</u>
Totals		<u>115,457</u>	<u>7,546</u>	<u>4,427</u>
Net expenditure		917,154	722,205	576,417
Financed By				
1971 over-requisition	43,959			
Government of Ontario	710,449	620,985	533,765	353,235
Local taxation	<u>299,364</u>	<u>340,128</u>	<u>247,792</u>	<u>221,006</u>
totals	1,096,259	961,113	781,557	574,241
Net over-requisition		43,959	59,352	- (2,176)

Comments:Business Administration

Most of the increase for business administration from 1970 to 1971 was for salaries. This is likely to hold true for 1972 as the Public School supporters will have to pay all of Mr. LeRoy's salary now that he is no longer doing the purchasing for the Board.

Instruction

There does not appear to be very much budgeted for increase in teachers' salaries in 1972 unless there are drastic cuts in personnel training or instructional supplies and services. The instructional costs are broken down in the following table:

<u>Instruction</u>	<u>budgeted</u> <u>1972</u>	<u>1971</u>	<u>1970</u>	<u>1969</u>
Salaries		391,841	331,147	279,201
Employees' benefits		14,161	6,476	4,429
Travel		2,030	2,283	1,692
Personnel training		7,099	5,059	3,180
Supplies and services		21,382	17,420	18,598
Capital expenditures, replacements, rentals		1,319	3,714	2,468
Other		<u>2,125</u>	<u>1,690</u>	<u>5,900</u>
totals	453,225	440,007	367,789	310,158

Note that some of the increase in salaries from 1969 to 1971 was due to an increase in staff during this period. There was no increase in September of 1971 and none planned for September 1972.

Educational Services

There is a major increase in this category for 1972. I don't know what services are included here but I will ask for information at the next Public School trustees' meeting.

Attendance, Health and Food Services

A major increase occurred in this category between 1970 and 1971. There was an increase of about \$4,000 in salaries with the opening of the lunchroom at the Prescott County school. There was also a large increase in the cost of supplies and services; part of it likely due to the inauguration of psychiatric services in 1971.

Plant Operation and Maintenance

This is a category that is increasing steadily as shown by the following table:

<u>Plant op. & maintenance</u>	<u>budgeted</u> <u>1972</u>	<u>1971</u>	<u>1970</u>	<u>1969</u>
Salaries		30,644	18,536	15,911
Employees' benefits		2,158	985	933
Supplies & services		33,261	18,958	13,953
Capital expenditures & replacements		76	493	111
Rentals		4,186	1,600	2,625
Fees and contractual services		<u>9,498</u>	<u>1,654</u>	<u>2,521</u>
totals	96,450	79,823	42,526	36,064

It is obvious that it is costing us a great deal more to operate 2 new schools than 3 old ones! In the table above the increase in salaries

is largely due to increase in janitorial staff. Supplies and services almost doubled between 1970 and 1971. Fees and contractual services cost more than 5 times as much in 1971 as in 1970; probably a good deal of this was due to the heavy snow in the winter of 1970-71.

Transportation

The cost of transportation continues to rise. It now represents 17% of the budget.

Where does the money come from?

About 65% comes from Provincial grants and 31% from local taxation. In 1972 the 31% raised locally will be composed of two parts: \$299,364 from the 1972 levy and \$43,959 from the 1971 overlevy. The 1972 levy on the municipalities is lower than that of 1971 because they are being credited with that year's overlevy. ~~Therefore the tax increase for education purposes will be less than~~ So don't blame any tax increase this year on education!

S U B M I S S I O N
O F T H E
ONTARIO FEDERATION OF LABOUR (C.L.C.)
T O T H E
PROVINCIAL COMMITTEE ON COST OF EDUCATION.

January, 1972

U N I T E D N A T I O N S

E C O N O M I C A N D S O C I A L

DEPARTMENT OF LABOUR

W O R K I N G P A P E R

NO. 10

1970

SUBMISSION OF THE ONTARIO FEDERATION OF LABOUR
(C.L.C.) TO THE PROVINCIAL COMMITTEE ON THE
COST OF EDUCATION.

Mr. Chairman and members of the Committee:

The Ontario Federation of Labour welcomes the opportunity to present their views on the cost of education to your Committee. The Ontario Federation of Labour representing 700,000 employees in Ontario organized in a variety of trade unions, covering all aspects of the industrial community of this province, is the largest organized sector of the population in Ontario. On the provincial level, the Ontario Federation of Labour and on the community level, our Labour Councils have always shown a great deal of interest in educational matters and, on many occasions, Labour Council representatives have met with local Boards of Education to discuss educational problems in the community.

It is, therefore, not surprising that as a result of many discussions at our Conventions, the Ontario Federation of Labour has, in the past, put forward the view of the organized trade union movement of this province to a number of Provincial Committees, Commissions, and to the Provincial Cabinet.

RECEIVED BY THE DIRECTOR, FBI, 10/11/61

Continued on next page. See back cover for more information.

The Ontario Federation of Labour is known the

It is therefore, not surprising that as a result of the discussions at our conventions, the Ontario Federation of Labour has, in the past, put forward the view of the organized labour movement of this province to a number of provincial governments, commissions, and to the Provincial Cabinet.

We do not, necessarily, claim any expertise in the field of education but, we do feel however, that over the years we have achieved a great deal of experience in many practical applications of education. We, certainly, have established extensive internal education programs in the trade union movement. Many of our unions, as well as the Federation and the parent body, the Canadian Labour Congress, employ fulltime personnel to deal with educational matters and to arrange educational programs. Many of our members serve on school boards, both in elected and appointed positions; they serve as members of Advisory Vocational Committees, as Governors of Community Colleges of Applied Arts & Technology, as Governors of some of the Universities and in many other positions. We are, constantly, requested to supply speakers, panelists, lecturers, and resource people for discussions at educational institutions and Conferences. Labour Representatives have, on many occasions, addressed students at Secondary and Vocational Schools and Community Colleges.

Every year thousands of trade unionists attend Seminars, Residential Summer Schools and Courses given by their own organizations. They also participate in Courses arranged by different educational institutions, such as: Community Colleges, etc. Courses conducted by the trade union movement, of course, are mainly designed for the training of union officers, but they also deal with general community subjects and the participation

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of the trade union movement in the community. We can, therefore, rightfully claim that the trade union movement is interested in the educational system of the province with the ever-increasing problem of financing our educational system.

Cost of Education:

We believe the public concern with educational costs arises, not so much from a reluctance to pay a legitimate social cost, but rather from a feeling that money is being unwisely spent. We share this feeling. We believe a more efficient way of using the public's money and reducing the present costs must be developed through restructuring of our educational system. A closer examination of the proportion of funding that is now derived from each level of government and the relationship between the sources of funding and the control of spending is needed. Your Committee, we believe, should scrutinize the costs of research and the way in which it is financed, by whom and in what proportions. Detailed information, on these areas, is clearly essential to the development of any intelligent long-range public policies. In any event, methods of cost-control and accountability would seem to be a necessary addition to those policies.

While we realize that there are many knowledgeable, progressive citizens who are questioning the costs of education, we still support the proposition that society must pay

for the citizens education, even up to the university level. Society, more or less, has accepted this proposition as it applies to primary schools and, with some exceptions, to secondary schools. We suppose the argument advanced is that in our present society a university graduate, particularly in the professions, can anticipate a much higher monetary reward when he enters the world of work. We reject this theory of using education as a means of hidden, or, indirect taxation. If our taxing policies are such that they do not provide sufficient equity than they should be amended. University fees should not be used for this purpose.

We feel compelled to discuss the costs of education if for no other reason than to dispel some of the half-truths and exaggerations that have been bandied about this matter. We believe that much of the spiralling cost has been in the area of capital investments and administration.

Technical and vocational schools are particularly vulnerable to this type of cost. Modern machinery and equipment is costly and becomes obsolete very quickly. Here, is an area that should be explored. Use of the modern equipment already in existence, in plants and offices for on-the-job training, would be much cheaper and more satisfactory.

We are certain the co-operation of management and unions could be obtained. The same method, with modifications,

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ment in existence, in homes and offices, for teaching
training, would be a more efficient and more satisfactory.

We also mention the co-operation of management and
labor could be obtained. The same method, with modification, on

could be used in the professional area. Some members of the medical profession are already suggesting that the present method of medical training over long periods of time in medical schools could be drastically reduced by a greater use of hospital and clinic facilities. This would mean integrating on-the-job time with school-learning time. It would release school facilities for more students receiving more tutorial time. In short, we suggest drastic savings in capital expenditures through more acceptable and efficient usage of existing facilities.

Obviously, the present system of an inordinate burden of educational taxation, falling on the home-owner, is grossly unfair. We believe that 100 percent of the educational cost should be borne by the province. We are not so naive as to believe that this necessarily will mean an automatic reduction in the cost of education. But, we do believe, that a more equitable distribution of the educational costs must be obtained.

The present system of taxation, whereby the home-owner bears the major burden, creates hardship on the low-income people. Their property taxes are the same as those who have higher incomes. This hits, in particular, the older people, who like to maintain their own homes but, because of the high educational property taxes, that they have to pay, are very often forced to give up their homes.

would be used as a protest and more. Some members of the
national protest committee have already indicated that the present
method of raising money during over long periods of time in medical
schools is to be drastically reduced by a greater use of non-
capital and other methods. This would mean increasing the
time spent with schools learning time. It would reduce school
facilities to a minimum and save more time and money. In
short, we suggest that savings in capital expenditures
through more economical and efficient usage of existing
facilities.

Obviously, the present system of an individual burden
of education is a disqualifying in the home-owner, is grossly
unfair. It is now that 100 percent of the educational cost
should be borne by the province. It is not a fair burden
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in the cost of education. But we do believe that a better
quality of instruction and the educational system as a whole
will be the result.

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owner is a disqualifying in the home-owner, is grossly
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should be borne by the province. It is not a fair burden
believe that this necessarily will mean an automatic reduction
in the cost of education. But we do believe that a better
quality of instruction and the educational system as a whole
will be the result.

We believe that the equalization of educational taxes could best be achieved if educational taxes were based on the income of every citizen, rather, than just on the basis of how much property a person owned.

This, we believe, is the major concern of every person in this province and we recommend that your Committee give serious consideration to a basic change in the taxation for education.

We realize that with the provincial government paying 100 percent of the schools' costs, as we are suggesting, there could be a dangerous tendency to undesirable centralized control of the school system. However, having looked at alternates, we realize that perfect solutions are hard to achieve. We hope that sufficient safeguards could be provided to prevent unnecessary centralized interference.

It has been stated that this generation, as it advances to maturity, will face a majority of jobs now unknown. Every person, now entering the labour force, will have at least four different occupations before he finishes his work life. We might add it is becoming a distinct possibility that many persons will never have a job. Scientists are suggesting that very soon 20 percent of the population will provide all the goods and services the rest of us need. This, of course, has tremendous implications for education in general and for our stratified educational system with its degrees and diplomas

we believe that the introduction of a national taxes

will be a step forward in the development of the

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We believe that the introduction of a national

100 percent of the national taxes, as we are suggesting, there

will be a step forward in the development of the

of the whole system, having regard to the future, we

believe that national taxes are a step forward, we hope

that sufficient attention can be provided to prevent unnecessary

any national taxes.

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again add in the following: distinct possibility that many persons

will never have a job. Scientists are suggesting that very

soon 10 percent of the population will provide all the goods

and services the rest of the world. That, of course, is a

statement for attention in regard to the future.

It is a national system with its progress and its future.

signifying efficiency in a certain area - in particular. We must refer to the Hall Dennis Report which suggests an education in which priority is given to the ability to learn. We recognize this is a universal problem permeating every part of our society. Therefore, education cannot be singled out for sole blame nor can it be expected to provide the sole remedy. Education does have a responsibility to change attitudes and to redefine the relationships between trades, professions and other occupations.

We must endeavor to curb the unnecessary power of the professional licensing bodies and if certificates of competence are necessary, they should be issued by the government jealously guarding the needs of the people, rather than the special privileges of the particular profession.

We agree with the Report of the Committee on Post-Secondary Education that degrees should not be used for granting promotion since in the words of the Commission this would help to end job competition based on degrees.

We must develop a clear distinction between education in a general sense and upgrading, or, extra training for a specific trade or profession so that valuable educational facilities are not used unnecessarily.

We see the student entering the community, upgrading himself, if he so desires, through on-the-job training, even

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in the professions. We would hope that after some years in the work force, if a person decides for any reason to re-enter the educational system, that he be allowed to do so at whatever level he is capable.

We also believe everything in our society is more or less a reflection of ideas of social justice and can be used for a more equitable system of social justice. In fact, if we did not believe education could be used as one means of achieving social justice, it is doubtful if we could be presenting this Brief.

Believing as we do that money should never be a bar to education, when we come to education costs, we are in a different position than many organizations appearing before you. We believe in the abolition of tuition fees. Under the present system, it is those with means who benefit from the educational facilities, while the cost of education has to be paid by the public as a whole! The working man is asked to pay for educational facilities from which his children cannot benefit.

Organizational and Administrative Structure:

It must have become obvious to this Committee that our view of education colours our attitude to the solutions we are proposing. We believe there should be a Department of Education that should encompass all phases of education from

in the present system, the work done by the various departments is not properly coordinated. The question arises whether it is not better to have a central department which would coordinate the work of all the other departments.

It is also suggested that the various departments should be placed under the control of a single authority. This would mean that the various departments would be placed under the control of a single authority, and this would be a great advantage. It would also mean that the various departments would be placed under the control of a single authority, and this would be a great advantage.

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kindergarten to universities. There may be sub-divisions dealing with the particular activities. We are not convinced separate ministries are necessary. We do realize that many aspects of upgrading on-the-job training may concern other ministries as well as the relationships between different levels of government. However, we do not believe that any solution to this problem can be found in a proliferation of ministries, or, departments.

Again, we would agree with the views of the Committee on Post-Secondary Education and their recommendation as to the administration of our educational system. We support the Committee's recommendation that a clear definition of jurisdiction and responsibilities of the various elements in education be established.

We agree that the best safeguards against bureaucratic control are an informed public and alert legislature. We would even go further, as we have already pointed out, and would propose establishment of an overall Department of Education, which is responsible for all educational aspects in the province.

The Hall Dennis Report:

It will be apparent that in our proposals we are relying heavily on the Hall Dennis Report. We recognize temporary measures will have to be employed as we wend our way towards implementation of the many suggestions in that Report.

We have suggested as an essential initial step an overall Department of Education. This Department would endeavor to end the distinct separation of educational institutions. Elementary schools are separate from high schools. Vocational and technical schools stand apart from academic high schools. Community Colleges and Teachers' Colleges have no relation to each other and universities stand separate and apart from all, living in a world of their own.

We believe this apartness should be ended and an educational stream established that will allow students to move from one unit to another with as little dislocation as possible. As we interpret the Hall Dennis Report it calls for a restructuring of the whole school system that will do away with the authoritarian approach of exam-taking, degree-giving institutions we now have with our conventional approach. Access to educational facilities should be the right of every citizen. Our job is to see that right extended. This is what, we believe, the Hall Dennis Report was saying and it is what we advocate.

RECOMMENDATIONS:

To sum up our Submission, we would like to make the following recommendations:

- 1) Financing of education should be completely restructured and the load should be taken from the home-owners. Only a system of equal distribution

of the cost for education through the provincial government to all citizens can achieve a more sensible way to pay for the cost of education.

2) Governing bodies of all existing educational institutes, such as: Colleges for Applied Arts & Technology, Universities, etc., should be restructured.

We submit that the governing bodies of such educational institutions, where governing bodies are named, should consist of:

Members named by the municipal authorities, the labour movement, the staff and faculty of the educational institution, the students, and the general public.

3) Professional certification practices should be clearly outlined and all criteria for certification, which does not relate directly to professional competence, should be eliminated.

4) Tuition fees at all levels should be abolished.

5) The government should adopt a statement of principles governing the educational function at all levels to serve as a future guide for development of education. Such a statement should include:

a) Every citizen shall have the right to education to the fullest extent of his

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capacity, regardless of his ability to pay;

b) students, faculty, support staff and citizens should have the right to participate in the democratic administration of the educational institution;

c) establish the freedom to choose the course of study consistent with one's interest, capacity and aptitude;

d) all educational functions in Ontario be brought under one Department of Education;

e) the recommendations of the Hall Dennis Report should be implemented as quickly as possible;

f) The Department of Education shall work with the community at large and organized labour and industry with the aim to plan on-the-job and in-school learning programs.

SUMMARY:

These recommendations are not necessarily complete or exhaustive. We recognize that many valuable suggestions, that we could endorse, will be made by other groups presenting Briefs.

Education is of paramount importance to the future of our province. This makes your Committee's work of great

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importance. You can buttress your proposals with facts that will appeal to the people of Ontario and submit a report that the government cannot ignore. We, therefore, look forward with anticipation to the final document with hope and confidence that it will be of major assistance to the government in introducing the changes that are needed to give Ontario an educational system, that will meet the needs of the Twentieth Century.

We hope that your Committee will give our proposals your very serious consideration. These proposals have been made with the intent of improving the educational system in Ontario, the bringing about of new advances in education and to bring about a system of education visualized by the Hall Dennis Commission.

All of which is respectfully submitted by the Ontario Federation of Labour.

David B. Archer,
President.

Terry Meagher,
Secretary-Treasurer.

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PAT ARTKIN, EXECUTIVE SECRETARY



March 7, 1972

Dr. J. R. McCarthy
Executive Director
Committee on the Costs of Education
Suite S-944
252 Bloor Street West
Toronto 181, Ontario

Dear Dr. McCarthy:

The Ontario Municipal Recreation Association as one of its purposes, is committed to the desire for educating citizens and citizens groups to the needs, opportunities and potential recreation services available, and to promote education for leisure in schools, family life education and adult education.

Our membership consists of over 1,200 lay leaders representing public and private organizations as well as education authorities.

On behalf of our membership, we are pleased to submit this brief to the Committee on Costs of Education, expressing our thoughts about certain aspects listed under the terms of reference for your committee.

1. Financial Resources

We are, of course, aware that monies for the operation of schools comes jointly from provincial grants and municipal taxes. A question that we might ask is, are we getting full value, jointly, for our dollar?

The school plant should be designed and planned in such a way as to ensure maximum use at all times. Libraries, gymnasiums, cafeterias, audio visual material, equipment (gym, duplicating),

The attitudes that "this belongs to the school and not to the people of the community" has to change drastically.

A close look must be taken at all personnel in the province who are providing a service to the people of the province. Many times we find three or four agencies serving the same people and providing almost the same service.

We could make better use of our tax dollar if greater co-ordination took place at the various government levels and between government departments.

2. Ceilings on Expenditures

Ceilings have to affect the decision making process. If sufficient funds are not available, programming may have to be decreased or dropped. A serious effect could be the curtailment of innovative programs.

If every dollar spent reflects decisions of Queen's Park, local boards will become puppets who are being manipulated from above.

Of vital concern is the affect that a ceiling could have on the development of community schools in the province. It is quite obvious that the wide utilization of educational facilities is being encouraged in this province. A Select Committee has been established to investigate this very area.

Premier Davis, when he was Minister of Education, advocated this concept as did former Minister of Education, Robert Welch. Funds have been provided in at least four areas of the province toward the operation of community school pilot projects.

If additional maintenance and operation costs will be experiences as a result of the community school development, and if additional staff people are required to program the community school, where will the funds come from, if the board of education is already working at its ceiling?

Possibly an incentive grant could be provided to those boards who do encourage and accomplish a community school program.

3. Innovations

A considerable amount of funds are spent on job oriented equipment in comparison to the amount spent on equipment for the total education for living.

Serious efforts must be directed toward a complete learning for living program in the schools.

4. Community Involvement

Often we complain because "Public" is not aware or informed about our services, in some instances, our existence. We seem to feel that if we let the "inexperienced" help with the decision making, we are putting ourselves in a very vulnerable position.

People involvement has been given high priority in Ontario. We should find ways of involving the community in discussing those things which affect the community; education, politics, social issues, etc. It is important, not only to hear what the community is saying, but we must listen to and weigh the effectiveness of the conversation.

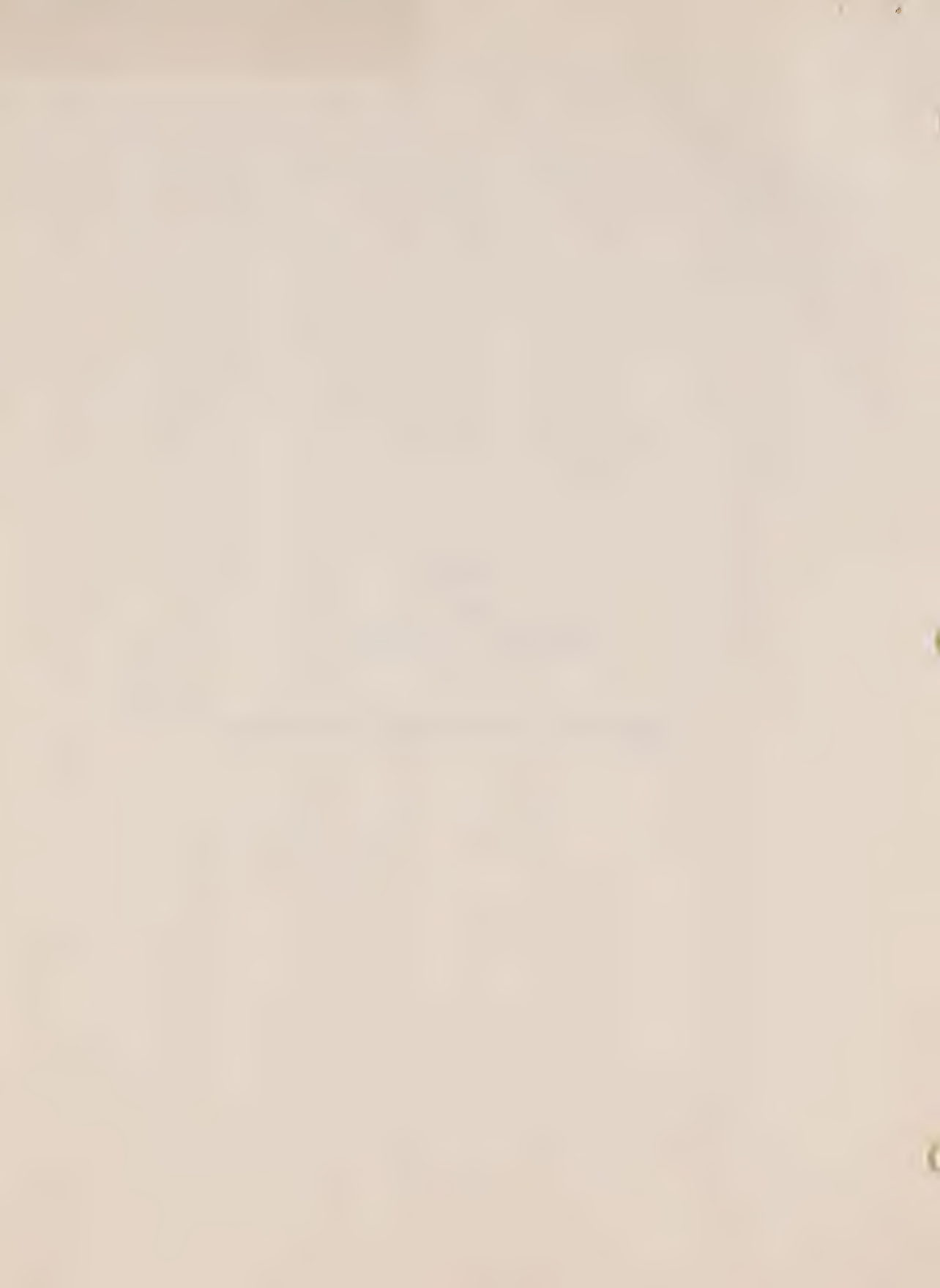
Involvement for the sake of involvement is ineffectual. Through the community use of schools, the community is encouraged to make use of school resources. The school must make a real effort to use the community resources to compliment the work being done in the classroom.

Respectfully submitted,

BOARD OF DIRECTORS

Ontario Municipal Recreation Association

BRIEF
by
DISTRICT 15, O.S.S.T.F.
to the
COMMITTEE ON EDUCATIONAL EXPENDITURE



INTRODUCTION

It is with pleasure that District 15, O.S.S.T.F. presents its views to the Committee on the Costs of Education. Our Brief is intended to complement that of our Provincial Office and to extend it in two areas. We accept wholeheartedly both the excellent analysis of the problem contained in Provincial O.S.S.T.F. Brief and also its recommendations.

Over a number of years this District has consistently opposed changes in organization without a clear educational philosophy underlying the changes being demonstrated. While recognizing the urgency of some of the severe financial problems faced by the Provincial Government we oppose any semi-permanent changes in financing or organization education without first seeing the educational cause for the change. In order to clarify our position this Brief will go into a short discussion of some of the more fundamental reasons for education and, in doing so, will, we trust, widen the scope of the committee's enquiries. As one of the Districts most severely restricted by the Government's recent departures in financial policy for education we also would like to make specific suggestions which will ease the burden of providing an adequate education service in Metropolitan Toronto. We hope that these suggestions will also be of assistance in providing a more equitable distribution of resources for all school boards. The rationale behind some of the suggestions will be given.

In summary, then, this Brief will argue strongly that no long-lived policy should be set in the near future until, in line with the Department's own P.P.B.S.* philosophy, an agreed philosophy of education is reached and publicised. Interim measures to ease current problems will also be outlined.

I THE PROBLEM

District 15, O.S.S.T.F. recognizes that the dividing line between provincial and local issues is fine indeed. Local decisions of sufficient magnitude may well have social or financial implications which will affect the entire Province. It was presumably on these grounds that the provincial government intervened in the "local" issue of the Spadina Expressway.

In education the dividing line is further blurred for at least three reasons. First, since the inception of the equalization plan the Province has been funding programs it did not control.

*
Planning-Programming-Budgetting System

In education the dispute goes beyond the usual wrangles between different levels of government. It goes back to the fundamental question of why we educate -- and according to our answer one or other system of finance and administration becomes more desirable. Was this fundamental question ever answered....was it ever even asked? Could it really be that the decision to take over education was made by "Big Government" on financial grounds alone?

There seems some evidence to support this view. The "ceilings" were brought in rapidly and the accompanying regulations were so hastily conceived that within a year they were completely overhauled. The "designated cities" concept was scrapped in favour of universally applied "weighting factors". However, even Department of Education officials admit that the weighting factors were not derived on a scientific basis but rather they were the best estimate based on the information currently to hand. The "density factor" is freely admitted to be based on no more than a hunch that it really is more expensive to run a good school system in a big city. The question then remains - were the ceilings just a rushed job to meet a fiscal problem?

If this can be admitted then it is possible to be a little hopeful that joint study in a spirit of co-operation may vastly increase the chances of providing a good education for all despite financial pressures. As a District of O.S.S.T.F. we would like to suggest an approach to the educational problems of the remaining part of this century on two levels - the long-term solution and short-term improvements to the present system.

II LONG TERM APPROACH

In this area the first priority should be to examine our educational goals. Frequently one hears one or all of the following truisms as defining our aims as educators:

- To develop the whole person to the maximum of his potential
 - To pass on the heritage
 - To forge cultural unity and promote pride in a national identity
 - To provide skills to further economic development
 - To fashion the individual to promote, and to appreciate,
"the good society"
 - To provide the basis for a happy life
 - To educate for leisure
- etc. etc.

Just as individually these statements are trite and inadequate, together, IN SUITABLE PROPORTIONS, they must surely provide us with the direction we seem to lack. But without some agreement, as to the "suitability" of the proportions we are in no position to plan to obtain the best results for our investment. It should be noted that, if cultural unity or a national identity are among our aims, it would require much wider co-ordination to implement than any Board possesses. In any case, to leave such vital decisions in the hands of elected trustees alone would, in our opinion, be an abrogation of governmental and professional responsibility. Likewise to leave aims to each individual teacher is equally unwise. Our aims, we maintain, should be built up by close study and co-operation on behalf of all groups within the discipline of education. Naturally such goals* would not be formulated overnight. We therefore recommend that such joint studies be started immediately.

Just as the "designated set of cities" regulations were abandoned for the "weighting factors" set, we think it likely that these too will be shown to be inadequate. It is probable that any set of mechanistic regulations, however carefully contrived, will not do justice to the complex and changing pattern of education around the Province. We would therefore recommend that the "Weighting Factors" regulations be regarded as a temporary expedient to be replaced as soon as possible by a system which is sensitive and adaptable quickly to the needs of the diverse systems of schools around the Province. The new system, we believe, would be unlikely to have such universality as the current regulations because size and sensitivity so often are in antithesis.

For long-term solution we finally recommend that ONLY when we have reasonably well accepted goals should we attempt to formulate a more permanent system of educational responsibility and financing. The system then selected should be designed to maximize the effectiveness of the schools in promoting the agreed aims.

III SHORT-TERM APPROACH

In championing such a long-term and idealistic plan for the future we are not unaware of some of the problems of financing all the services desired by the public without increasing taxation to a level unacceptable to the public. We are also aware that, as has been pointed out in the provincial O.S.S.T.F. Brief, that many members of the community are disillusioned

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See Appendix 1

about the benefits of our present system of education. It is therefore our desire to offer serious and, we believe, responsible suggestions concerning the way to meet our obligations to the children of the Province without bankrupting other vital governmental services. Naturally our presentation will particularly be coloured by the problems in the schools in our own area, a viewpoint that our provincial office was in no position to give. Before entering into detail we would like to point out one factor which will ease the problem of educational expenditure in the near future. We are now really past the effects of the "baby boom". The enrolment in the elementary panel is currently falling and the enrolment in the secondary panel will rise only marginally until 1977/8 and then fall off too. However, both in number and in quality we should be reaping the results of our educational investment in the labour market of the very near future. Tax revenues should increase rapidly both as a result of greater numbers employed and as a result of higher earning capacities of the increased proportion of High School graduates. This means that as the number of students per head of the working population decreases so will the cost of education as a proportion of the provincial budget. The dire predictions of doom concerning projecting the increasing proportion of education costs into the future was probably not justified. Thus if the incredibly tight financial restrictions to be imposed in the 1973 ceilings are eased, it is still likely that education will occupy a smaller proportion of the provincial budget than is currently the case. Naturally this assumes that other educational services such as pre-schools and expanded post-secondary facilities are not introduced.

As has already been pointed out the "density" weighting factor reflects only a hunch as to what its correct size should be. Unless the Department can demonstrate areas of waste to the school boards in cities we would suggest that present expenditure reflects not extravagance but felt need. Until such time as there is firm information we would recommend the increasing of the density weighting factor by whatever amount is necessary to prevent drastic cuts in direct services to students. Such ill-effects as larger classes and reduced availability of options are not, in our opinion, justifiable short of dire economic emergencies.

Large cities tend to have more than their share of social problems due to such factors as over-crowding, unemployment, and high concentrations of the poorly educated. Toronto, in particular, also has a large number of new immigrants whose particular problems in education are expensive to meet. We would therefore recommend that the following changes be made to assist areas with special problems to meet their obligations.

- a. Supporting services such as social work, attendance, psychiatric services, etc., be recognized as being outside the realm of ordinary school board expenditure on education. This might mean that the budget is classed as extra-ordinary expenditure (in the same way as the northern Board's transportation problems are solved) or, possibly, the account might be transferred to the Dept. of Health and Welfare.
- b. The unique nature of the Metropolitan School Board be recognized accepting that Bill 81 imposed a layer of administration (essential and able though it may be) on top of the usual administration common to all Boards. This extra administration cost is therefore "extra-ordinary" and should be recognized as such in the accounting methods.
- c. The Federal and Provincial Governments be requested to meet in full the special costs involved in meeting the needs of new immigrants.

In areas where the ceilings are providing severe financial restrictions one very definite consequence will be to restrict the ability of the schools to run courses with less than an average number of students per class. Since very often it is the newer courses which have less student support the effect will be to stifle innovation. Any new programs planned will just not be offered. No new non-teaching services are likely either. In Metropolitan Toronto there is a strong likelihood of increasing class size substantially just to find the money to maintain existing programs.

The areas hardest hit are, in many cases, those areas which have traditionally been "lighthouse" boards which have benefitted the whole Province by developing and promoting new and effective methods, services and courses. Often the Boards have been as they were, not just because the area was well-to-do, but because the local people elected trustees who promised to provide these extra services. The ceilings in these areas will have the effect of, not only depriving the Province of educational leadership, but of denying the parents the right to pay a little extra for their children.

We therefore recommend that each Board be empowered to levy a discretionary two mills to finance innovative programs approved by the Department of Education.

In Appendix 2 there is a discussion of equality of opportunity. Should the differing ability of Boards to finance "extra" projects be critical a suggestion is contained therein to minimize such difficulties.

Especially where the service concerned is very unevenly distributed the method of calculating weighting factors seems unsatisfactory. In particular, the use of medians leads to an apparent lack of equity in some cases and may even cause a marginal increase in expenditure. We would therefore especially endorse the recommendation of our O.S.S.T.F. Provincial Brief that weighting factors be constantly kept under re-evaluation.

IV CONCLUSIONS

District 15, O.S.S.T.F. has made a number of very specific recommendations concerning means of improving the effectiveness of the present Department of Education Regulation on Finance. These suggestions, if implemented, would mean a very great deal to all those who study or teach in Toronto schools.

However, our main concern is for the future. If education is judged to be using more resources than the public is prepared to allocate then, inevitably, protest as all educators may, cuts will be made. We cannot hope to meet these threats unless we know what we are trying to do and have an efficient organization striving to achieve the desired goals. It is for these reasons we urge once again that all educators be involved in setting our targets. When our aims are clear then we may examine whether we are educating too many, too long, or whether the maximum retention is in fact for the good of our country. We may study whether financing and organizing are best done locally, provincially or even federally. We may ask whether loose guidelines such as HSLA will make or mar our young people. In short, we will be providing education with the direction which will perhaps enable it to win back the support of the many citizens who have become disillusioned with our expensive giant.

We would ask you to accept our contention that the "ceilings" are at best a short-term inevitability. We would ask you to recommend that more satisfactory alternatives be sought. We would ask you to ensure that the imperfect regulations that we have do not, in the meantime, spoil the chances of our young people by crowding them in over-sized classes or forcing them into unsuitable courses for lack of the resources to provide suitable alternatives.

SUMMARY OF RECOMMENDATIONS

1. Joint studies to establish goals, evaluation procedures and structure should be started immediately.
(See Appendix 1)
2. Unless waste can be proved, the Department of Education should recognize school board budgets as being the response of the elected local trustees to the local needs. The "density" weighting factor should be modified suitably to minimize harmful effects on students' education.
3. **S**upporting services to be financed either from the "extra-ordinary" budget or by the Department of Health and Welfare.
4. The administrative costs of the Metropolitan **S**chool Board should be classed as "extra-ordinary".
5. Programs to meet the need of new immigrants should be fully and directly financed by the appropriate departments of the Provincial and/or Federal governments.
6. Boards be empowered to levy up to 2 mills to finance Department of Education approved "innovative programs".
(See Appendix 2)
7. We strongly recommend that the weighting factors be kept constantly under re-evaluation.

GOALS

2 Representatives of the Department of Education
2 Representatives of the Universities
2 Representatives of the Ontario Trustees Council
2 Representatives of O.I.S.E.
2 Representatives of the Colleges of Education
2 Representatives of industry - one management
 one union

- a. To determine which, if any, goals of education should be set Provincially
- b. To suggest a suitable organizational structure for implementing Provincial goals while not inhibiting the success of local programs.
- c. To suggest methods of evaluating (wherever possible) the degree of success achieved in implementing the Provincially-set goal system.
- d. To suggest a procedure by which its conclusions could be examined and, perhaps, accepted by the parties concerned.
- e. To cost the procedure by which the Committee's recommendations would be implemented.

The concept of equality of opportunity is apparently simple, but on closer examination it is not so. Perhaps the most widely held definition is that which equates equality of educational opportunity with equality of per capita educational expenditure. In some respects the results of this doctrine are desirable, in others destructive.

Clearly, equal expenditure does not represent equal purchasing power in areas with differing costs of goods and services. Extreme northern boards, along with big city boards, must meet considerably larger bills for some services as compared to their rural, southern Ontario counterparts. The cost of maintenance in large cities (particularly for older plant) can be exorbitant. Thus even on a purely mechanistic level equality must be judged by purchasing power (of goods and of services) rather than by expenditure.

Even given equality of purchasing power, real equality of opportunity is hard to establish, for some judge equality by "input" others by "output". It is perhaps necessary to explain further these terms.

Input is a measure of the resources put into a given school or area. The amount of supplies, the quality of maintenance and the number and quality of teachers are prime examples. Output is a measure of the quality of the school's (or area's) graduates.

In recent months we have seen, in Toronto, protests from some communities who claim that their children receive a sub-standard education as compared to other children. A study of the careers and incomes of their offspring shows that the objections are well founded. However, the schools concerned receive higher per capita expenditure than almost any others.

It is therefore clear that the special needs of these communities are not being met, but it is not clear as to the extent to which further expenditure is justifiable without unbalancing even further the resources utilized. We would maintain that a compromise must exist between strict equality of input and the perhaps-impossible goal of equality of output. We further claim that those making the judgement must be closely involved in the area and must be directly responsible to the people of that area. Thus a school board must have a right to adjust expenditure levels between schools regardless of financial equality. In a similar manner school boards should be free to raise money locally if they feel local needs are not being met.

A weakness of the discretionary two mills plan proposed earlier is the great difference in effort required by assessment "rich" and "poor" school boards to raise a given sum per student. With this in mind, and remembering the differing needs of areas, we propose the following as a temporary measure to be used in conjunction with our 2 mill proposal:

The school boards may levy up to 2 mills for approved purposes but will pay to the Province (or receive from the Province) the difference between the sum raised and that which would have been raised on 2 "Standard per capita weighted mills" (SWM)

if PCA = $\frac{\text{Total Provincial Assessment}}{\text{Total School Enrolment}}$

and n = number of students enrolled with the Board

and WF = aggregated weighting factor for the Board

Then

Maximum Sum receivable by Board = \$ $\frac{\text{PCA} \times n \times \text{WF} \times 2}{1000}$

This calculation would be made separately for the elementary and secondary panels because of the **Separate School Assessment** problem and the differing weighting factors.

Another imponderable in the question of equality is that of student, parent and societal expectations. Just how far should the expectations of the local community, town or city be regarded as a valid yardstick for measuring equality of achievement?

In this Appendix we have outlined just a few of the knotty problems which occur in the search for equality. Our formula is not perfect but we hope that it combines local control and initiative with relative equity. It also is little or no further burden on the provincial treasury.

We maintain our position that, in the long run, equality exists in the equal right to provide differing levels of service, provided that none is deprived and all have real opportunity to provide something more. It is our hope that these basic freedoms will be restored without a return to areas of educational deprivation.

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